DOCUMENT RESUME

ED 187 395 JC 800 335

AUTHOR	Breen, Joseph
TITLE	A Financial Study of the Delaware County Community College in Pennsylvania.
PUB DATE	78
NOTE	139p.; Ed.D. Dissertation, University of Sarasota. Not available in paper copies due to the marginal reproducibility of the original document. Irreproducible maps have been deleted
EDRS PRICE	MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS	*Attendance Patterns; College Attendance; Community Benefits; *Community Colleges; Educational Finance; Financial Problems; *Financial Support; Literature Reviews; *Local Government; Place of Residence; School Districts; *School District Spending; State Aid; Tax Allocation; Tax Rates; Two Year Colleges

ABSTRACT

A study involving personal interviews with county officials, an examination of college records, and the collection of data from local and federal agencies was undertaken at Delaware County Community College (DCCC) to determine the residency patterns of DCCC students in relation to the 15 school districts in Delaware County and to examine the feasibility of funding the college on a district-wide basis rather than relying on individual school district support. To facilitate the research, four sub-problems were addressed: (1) Can a population dispersion pattern be identified for DCCC students from supporting and non-supporting districts? (2) Is the present method of financial support adequate? (3) Should all 15 districts contribute to the college? and (4) Should the county itself provide the college with a financial base? Major findings reveal that the more affluent citizens lived within the supporting districts and therefore enjoyed greater access to the college than the less affluent. Financial data indicate that present funding could provide only a marginal means of support and that county financing is the best alternative, given its potential as a centralized tax collection source. The study report reviews literature dealing with community college growth and finance, identifies methodology and data sources, and analyzes findings for each sub-problem. A bibliography is provided. (JP)

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ED187395

A FINANCIAL STUDY OF THE DELAWARE COUNTY COMMUNITY COLLEGE IN PENNSYLVANIA

by

Joseph Breen

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JC 800 335

Submitted in partial fulfillment of the
requirements for the Degree of Doctor of Education
in The University of Sarasota

1978

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Abstract

Delaware County is one of sixty-seven counties in the State of Pennsylvania. It is located in southeastern Pennsylvania in a highly industrialized area along the Delaware River. In March of 1967, Delaware County, with a majority of local school districts acting as a sponsor, opened the Delaware County Community College. The first class was admitted in September of 1967 with 307 evening students. As the college enrollment increased, the college searched for a more permanent site, and finally chose the 123-acre Gideon Stull property in Marple Township. Because of legal difficulties which held up construction of the new campus, the college leased temporary facilities at the Dante School in Concordville. By 1974, the college had overcome legal difficulties to build on the Gideon Stull property and opened their partially completed facility with an enrollment of 3.500 full and part-time students. By 1977, the enrollment had risen to 4,350 students.

This study by the author was undertaken to examine population dispersion patterns for students attending from districts in the County and most importantly to examine the best method of funding that could be used

by the college. The author in the descriptive study used four subproblems to gather the information into a cohesive form which would provide data for detailed findings related to the study. Subproblems used in the study were the following:

1. Can we identify a population dispersion pattern for students attending Delaware County Community College from contributing and non-contributing school districts?
2. Does the present method of financial support consisting of state subsidy, student tuition, and revenue from only nine contributing districts appear to allow the operation of Delaware County Community College to continue without incurring increasing deficits?
3. Would all fifteen county school districts, with state subsidies and student tuition, be a basis of support for the college?
4. Can Delaware County, aided by state subsidies and student tuition, provide a base of financial support for the Delaware County Community College?

An analysis of material gathered showed that the more affluent white districts were chief means of support for the college. These districts consisted of people with larger incomes and more incentive to motivate educational opportunities at the college level. The areas in the non-supporting districts were partially in the City of Chester or its perimeter and consisted of many blue collar workers whose motivation ranged more to the technical skills. The areas in the non-supporting districts which were most affluent were capable of sending their children to college, and thus, saw little reason to push their districts into sponsorship. Therefore, some of the people who would benefit most from the use of a community college were not part of the sponsoring districts and would have to pay double the tuition rate of the students from sponsoring districts.

The author found that there was some feeling among educators in the county that the present means of financing the college was inadequate. The supporting districts are retrenching their economic efforts to keep the local public schools open and are becoming reluctant to raise millage to support the college. The present arrangement calls for the state and student to pay up to a maximum of $500 each per year with the local districts providing additional expenditures as needed. Thus, present state law prevents any additional state or student financial help because of existing state law.

In attempting to have full sponsorship by all the districts in the county, the college officials have run into a maze of local problems because of the multiplicity of communities with which it has had to bargain. At the present time, this type of financing, as cumbersome as it is, is the source to which the college officials are looking for support. Their thinking is predicated on the theory that general acceptance by the county school districts would lead to eventual county-sponsored support.

The county which would provide the broadest means of financing has been reluctant to support the community college. The county tax at the present time is forty-six mills and the officials are attempting to find ways to cut the present budget. In corresponding with the County Chairman, it was evident that the present administration does not intend to support the college. The county workers have just concluded a strike to gain salary increases. This necessitated a millage increase brought about by drastic means and which was unpopular with county residents. Only a dramatic effort by the citizens of the county would appear to be the way county support would be obtained.

In summary, the most logical direction that the college officials could take would be for general school district support in the county. This will be done with the idea that general acceptance will be gained as the populace sees the necessity for the institution and will accept the tax burdens which will be necessary for its support.

Acknowledgements

I would like to extend my appreciation to my advisor, Dr. Alvin Garblik, for his guidance and helpful suggestions in advising me during the study. Also, I would like to extend my thanks to Dr. John H. O'Neill, President of the University, and the University, itself, for permitting me to engage in Graduate Studies at the University of Sarasota. In addition, I would like to thank my typist, Mrs. Jo Ann Shull, for typing the manuscript.

Finally, I would like to thank my wife, Mary Ann, and my children, Joseph and Deborah, for their untiring patience during the research study.

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I. Introduction

Monroe (1973) says that the public community college was born in the image of the public school and thus had its roots in the public school system. The principles and traditions upon which the public school was built are also the principles and traditions which guide the public community colleges. Three traditions originated early in the public schools. These traditions are (1) universal opportunity for a free public education for all persons without distinction based on social class, family income, and ethnic, racial, or religious backgrounds; (2) local control and (3) a relevant curriculum designed to meet both the needs of the individual and those of the Nation. These are also the foundation of the public community college.

Evans and Neagley (1973) say that by the 1960's hundreds of new public community colleges will be established in most of the states to provide two-year colleges within commuting distance of most potential students. Local junior colleges are usually initiated by the local district. In state two-year colleges, initiation takes place as a result of special legislation, petitioning by a political subdivision with taxing powers, or actions taken by authorities such as state boards of community colleges, state junior college boards, and state councils on higher education. Branch campuses of community colleges are usually established as a result of need expressed by citizens in the area and by decisions of state higher education authorities. Many states have been slow indeveloping a "Master Plan" that includes community colleges. However, there is evidence that by now statewide planning actually is taking place. In the state that do have a "Master Plan," considerable variation of the plans exists. Ralph R. Fields (1962) says that more and more frequently in the last few years, the community college has been hailed as an important addition to the higher education. At present thter is a plethora of arrangements. Some community colleges are part of local high schools; others are separate elements within the local school system. Some are part of county school systems; others are administered as off-campus adjuncts of a state institution of higher education, or a part of a state system of higher education. Many community colleges are independent school districts; others are attached to nonschool governmental units, such as city or county, for control or support. While there is no danger in a variety of arrangements, there are specific types in certain governing groups, such as city councils or county supervisors who may neglect or misunderstand college problems. A common problem faced by all collegiate institutions controlled by local groups is the establishment of an understanding of the educational purposes of the colleges. This is a task never completed because of the continual changes in governing personnel and in institutional purposes.

William Moore (1970) says that the two-year comprehensive community college is enjoying unprecedented growth. More than one community college per week (seventy-four) was established during the 1967-68 academic year. In 1970, there were more than one-thousand such institutions coast to coast, enrolling more than two-million students and growing. A distinguished feature of this college has been its open-door admissions policy. It is no exaggeration that this policy implies both a new philosophy and a new challenge.

Hughes (1968) says that the community college is as American as "apple pie." It came out of the middle west at the turn of this century and is now affecting the lives of our people in every section of the country. More and more, it is becoming one of the most important elements of our educational structure. This generation depends upon it as much as the last generation depended upon the high school. It can mean some college education for almost everybody, not only for the youngsters just out of high school. The community college belongs to everyone in the community.

Hughes goes on to say that community colleges have one of the most diversified student bodies one can imagine: University-bound students; brilliant, young, but academically slow-starting students; the adult technician who needs a retread; the paraprofessional; the university graduate who needs still more education; the oldster who has a young mind; and so on. Consider, too, the disadvantaged inner-city students from impoverished families. Superimpose on this diversity the fact that some of the students will be on a work-study schedule, and the picture becomes more complex. The problem -- to unify a diversified student body -- will be difficult to solve, but when we find the answer, we will find a distinguishable educational architecture form that expresses the community uniqueness.

Need for the Study

The community college concept is growing with intensity not only on a national level but also locally. In Delaware County, Pennsylvania, the local community college has an enrollment of five thousand students. Its increasing enrollment has caused concern on how a college with such an increasing enrollment can be a viable educational instrument in the county, and at the same time, be funded so the costs will be in the reach of all county citizens. The present financial support comes from a number of contributing school districts who offer the courses at a nominal cost. Those districts considered non-contributors may send students to the college at a cost double that of students from contributing districts. It is necessary to find a more equitable means of funding so that the college can be truly a community endeavor.

Purpose of the Study

By taking a cross sampling of students attending the college, we should be able to determine the dispersement pattern for all students attending the college. This would indicate the number of students from both contributing and non-contributing members. By studying college records, personal interviews, and questionnaires, the investigator should be able to determine from which districts the students come and be able to determine whether the student body is so clustered county-wide as to warrant county support. The questionnaires would be sent to all state community colleges to determine their means of financial support for their college. The interview process could be used to find out the County Commissioners' viewpoint as to their reluctance to support such an institution.

Statement of the Problem

A study to establish population dispersion patterns for students attending Delaware County Community College in Pennsylvania from contributing and non-contributing school districts supporting the institution.

Subproblems

1. Can we identify a population dispersion pattern for students attending Delaware County Community College from contributing and non-contributing school districts?

2. Does the present method of financial support consisting of state subsidy, student tuition, and revenue from only nine contributing districts appear to allow the operation of Delaware County Community College to continue without incurring increasing deficits?
3. Would all fifteen county school districts, with state subsidies and student tuition, be a basis of support for the college?
4. Can Delaware County, aided by state subsidies and student tuition, provide a base of financial support for the Delaware County Community College?

Delimitations

The study will be confined to the means of financially supporting Delaware County Community College in Pennsylvania. Only the school districts classified as contributing school districts and those districts classified as non-contributing districts will be studied. Being that both contributing and non-contributing districts are located in Delaware

County, the entire county tax base will be used as a point of comparison in studying the other means of support. The focal point of the study, therefore, will center on the best means of support for the community college. Dispersion patterns of students attending the institution will be examined to determine the number of students attending the college from all Delaware County School Districts in order to find whether the present system of funding is broad enough to be equitable for all students in Delaware County.

II. Related Literature

Much of the existing literature relating to the development of the community college tends to place it in the context of the junior college movement in America. Furthermore, as the literature tends to indicate, the unique characteristics of the community colleges are still misunderstood, perhaps because it is an emerging institution not clearly delineated.

The literature survey in this study includes those of higher education scholars and contemporary leaders of the community college movement. In the writer's search of the literature, no study was found which was similar in nature to that encompassed by this study and report. This dissertation, therefore, is held to be an original investigation and not a replication of previous work.

Morrison (1961) in his study for the United States Department of Health, Education, and Welfare shows evidence of the rapid growth of two-year colleges by pointing to the fact total enrollments in junior colleges are increasing at a faster rate than total enrollments in four-year colleges. Between 1939 and 1961, for example, the total degree-credit enrollment increased by 250 per cent in two-year colleges and by 177 per cent in four-year institutions. It is important to observe that all types of two-year colleges enroll large numbers of students who do not have as an immediate goal the traditional bachelor's or higher degree. Some are adult students who are not concerned with either transfer credit or occupational preparation. Some are preparing for technician and semiprofessional positions.

O'Connell (1968) says that community college students are such a varied group that few generalities about them are useful. Every good community college campus has a smattering of the very bright rebels, some of them rebelling for all the right reasons, some rebels without a cause. Terribly serious older students, both men and women; sleepy young who have not matured enough to be accepted at other colleges; well-dressed Ivy League types who have flunked out of highly competitive colleges and are now getting a second chance; intense foreign students who cannot now afford other colleges which will be glad to get them as proven juniors; these and many more classes of students make up a typical community college student body.

Gleazer (1973) in his study says that churches welcome to their fellowship those who live the good live, so colleges look with favor on the motivated, literate, and articulate. Therefore, it may come as somewhat of a shock to find a large number of the community college family stating that a big part of the college mission is service to those academically less qualified. They see the institution as representing a new approach to education that can pick up the products of failure. They acknowledge that it is easier to teach motivated students, but their job, they say, is to teach those whose motivations are weak. Not all faculty concur in this. There are those who declare that too much time and money are wasted on students who are not ready.

The challenge of low educational attainment is illustrated in a midwestern city. Of the students who attend this big-city community college, 80 per cent are from elementary and secondary schools that ranked lowest in performance on citywide aptitude and achievement tests. Scores show that students performed three grade-levels equivalences lower than their actual grade placement in reading and numerical ability. On each factor measured, the high school students averaged 40 percentiles lower than the national norms. These are the students sought by this college. Others are those who dropped out of the high school at age sixteen or seventeen.

The community college exists in a social environment, and in general, it represents a socio-economic cross section of that environment. Matters of race, cultural differences, and class differences in the larger setting are brought with the student to the college. For example, he comes with a set of attitudes toward education and other social institutions which have formed and stuck through childhood and youth experiences. The community college is often viewed as a possible extension of unhappy public school tribulations.

Cohen (1975) says that every American over eighteen years old who does possess an academic degree or a trade certificate is included in the pool of potential students that college advocates perceive. Must they all be enrolled in college in order to attain the goal? Universal attendance is the only way to be sure that no motivational barriers remain. However, it smacks of mandatory attendance and, accordingly, runs counter to several other contemporary trends. Admission to college can be viewed as a graduated scale. On one extreme are restrictions based on wealth, previous academic achievement, social class, or some other measure of fitness. On the other end lies mandatory attendance. Neither extreme is acceptable in the current social climate.

When breaking down the barriers is examined as an open-ended goal, many subordinate inconsistencies appear. This seemingly meritorious ideal is full of contradictions. As soon as one barrier is removed, another is revealed. Eliminate the geographical barriers by putting a college within commuting distance of every potential student, and the barrier of untoward previous academic performance remains. Open the doors to all people regardless of their prior school achievement and the barrier of inadequate financial resources on which the student can draw remains. Find a way to subsidize the student while he is enrolled and there still remains the problem of providing a form of curriculum and instruction consistent with his goals and interests. An unending number of difficulties appear, all of which impinge on each other.

A related problem is that a barrier removed from the path of one individual or group may perforce be placed in front of another. When formal instruction degenerates under the impact of a nontraditional clientele, the student who could learn well in a structured situation is penalized. When curriculum is so amorphous that tangible academic objectives disappear, the student whose thinking would be challenged by the study of great works suffers. When college resources are used to recruit students from one social or economic group, members of other groups may feel unwelcome or believe that the college is not likely to enhance their own growth. Assuming that great numbers of nontraditional students can be enticed into enrolling, the problem of presenting something useful to them while they are there still remains. However, few colleges staff or operate compensatory programs effectively. College instruction in its present form is the real barrier to college for low-ability students and for students with personal goals that differ from the ones other students have. In short, equal opportunity has not been provided when there has not been equal opportunity to learn.

Morrison and Martorana (1960) cite the considerations of availability of needed educational programs from existing institutions are always raised when a new two-year college is proposed. Therefore, proximity of other colleges becomes a possible criterion to appraise feasiblity of a two-year college. The responses of private college administrators to the proximity factor indicate that such factors as the need of the community for post-high school education and population density in the area of the proposed new institution are equally as important as physical proximity to other colleges and universities. Only five of the forty gave any mileage designation, and all of these designated distances of from twenty-five to one-hundred miles. Strength of feeling of the respondents that the program offerings of the college was the critical is seen in such contentions as "a junior college might be started in the shadow of a liberal arts college" or "a junior college could be justified within a block of a senior college." Of the forty colleges contacted, only fourteen respondents did not consider proximity to other colleges a useful consideration in a decision about establishing a new institution.

A summary of the opinions of the forty colleges and universities contacted would indicate that several factors must be explored in determining how close a junior college could be located to other higher education institutions. These factors would be the need for different types of program offerings in the community, the population density, and the mileage and travel time between colleges and universities, and particularly the type of educational and training programs available from the existing colleges.

Monroe (1973) indicates that a poor image was given to the many pre-1960 community colleges because of the inadequate way they were housed and financed. If a generalization can be made from these early experiences, it is that the community college was usually housed in a high school building or some abandoned elementary school or office building. The faculty and the administration served dual roles as employees in both the high school and the community college, often giving most of their time to the high school. Frequently, if the community college and its staff were placed in jeopardy when the school board periodically faced financial problems during a recession; if any cutbacks were necessary, the frills, including the kindergarten and the community college, were the first to be lopped off. The status of the community college prior to 1960 can be illustrated in other ways. However, unless one lived through the early days of the community college, either as a student or a teacher, and experienced the way of life on the frontier of the community-college movement, further words can do little to describe adequately the lowly status of most of the public community college only a few years ago.

Gleazer (1968) in his work said the community college was recently described as "going down the educational superhighway hell for leather." That is the way it looked to Russell Lynes, then managing editor of Harper's magazine (November, 1966). This impressive pace had won the attention of the nation's press, both in the news columns and on the editorial pages. They have reported district organization, appointment of presidents, acquisition of sites, campus dedications, and zooming enrollments. In editorials and letters to the editor, the community has stated hopes for what the institution would (or would not) do, and advocates of the college have made their claims of potential and performance. That the community college is now a big segment of post-secondary education is a fact. That it is still in process of establishing its identity is apparent.

That great expectations are held by its adherents is obvious. But the superhighway is not straight and clear to eliminate all uneasiness about the speed and direction or to remove the need for forethought so that the risks can be minimized. Along with its promise, there are disquieting elements in the community college picture which must be faced.

In the early days of the junior college, the leading theorists were university presidents -- among them Harper of the University of Chicago, Tappan of the University of Michigan, and Folwell of the University of Minnesota. Later came Conant of Harvard University and Eels of Stanford. Now there is unquestioned need for those who know the community college well, through their own administrative experience practice and teaching experience, to step up communication with both national and international leadership. And this leads to a final expression: The institution's concept of itself.

No more important factor than this exists in determining the direction and significance of community college development. Nothing will further its work more than its recognition and acceptance of its own individuality in a context of relationships. The community college is necessary. It has emerged out of societal needs and aspirations. These are the sources of its identity. Its greatest worth will be achieved as it confidently takes hold of its special assignment as an institution in its own right within a complete program of educational services throughout the nation. The community college is a member of the educational family -- a member that needs to share in family conversation and to carry its part of the total family responsibility. Nct only will it benefit from this association, but it has something unique and vital to give.

To meet the challenge posed by the creation of this two-year open-door institution, Barbee (1972) says that bold new approaches are required. Community colleges are charged with the responsibility for meeting not only the educational needs of youth but also the intellectual, vocational, and continuing needs of all members of the community. To service these varied needs represents a substantial challenge for this new, uniquely American institution. After you carefully analyze the needs, it should become apparent that the instructional program of the college must be individualized, that is, it must meet the needs of each individual and thus the collective needs of the community. To further complicate the problem, the needs of the community are constantly changing in our dynamic society, new knowledge that is useful in designing more efficient and effective learning experiences is being acquired on a continuing basis.

Heerman (1975) declares that cooperative education holds great promise for the fulfillment of the community college mission in higher education. The relevance of this educational formula -- called variously experimental learning, cooperative education, or work experience education -- should be of particular significance to the community college educators, given their special institutional purpose. The groundwork has been laid as cooperative educators in two-year colleges move from the pioneering stage of its development to a period of extensive expansion. Its rich historical past, its developing structure of professional associations, and the recent stimulus of federal government support establishes a bright and prosperous future for cooperative educators. Robert Bennett, project director for the California Community College

Cooperative Education Consortium Program, predicts that 25 percent of all California students will be enrolled in cooperative education programs by the 1980's.

Fields (1962) claims that the comprehensive programs attempted by local multipurpose colleges heightens the need for clarity. The purpose of some programs are clearly established in the minds of potential students and easily understood by them; for example, courses aimed at preparation curricula pointed sharply at entrance in professional schools. Clearly perceived also may be the purpose of the program which prepares for transfer into upper-division college work, especially if it leads toward academic work beyond the Bachelor's degree. The very advantage of the local community college may add to the danger that students will enter without clearly considered goals: low cost, liberal admission policies, geographic accessibility, lack of social barriers. The individual student may be led to enter merely to maintain association with his friends; he "goes along with the gang." Thus, among the community college student body may be found a considerable number unmotivated by occupational or educational plans. Guidance services are more urgently needed here than in a college with a student body carefully selected from an overabundance of applicants. And it is important to make sure that high school guidance officials possess clear ideas of the nature of the college and its program.

The broad scope and increasing awareness of the need for guidance in the community are pointed out by Koos (1925) whose work indicated an increase in the publication in periodicals and elsewhere of numerous proposals for student personnel programs. Quite a flurry of these proposals appeared around the 1950's at a time when the junior college movement was undergoing one of its most rapid expansions in number of institutions and enrollments. Among the more nearly comprehensive and useful of the presentations of that time are those appearing in articles by Brumbaugh, Humphreys, and Traxler. The one by Humphreys (1967) is regarded in a sense authoritative, as he was at the time serving as chairman of the Committee on Student Personnel Services of the American Association of Junior Colleges, and concurrence of other members can be assumed. The elements of student personnel work in this proposal are listed under six main "areas" as follows: orientation and high school relationships, admission procedures, guidance services, student life, job placement, and administration. The first area is particularized as high school visitations, orienting students to college life, and orienting students to their own capacities and potentialities. Admission procedures are listed as evaluating high school records, testing, classification of students in curriculums, health and physical examinations, organization of classes and class schedules, housing and boarding. Guidance services include work with individuals, through counseling, testing and interviewing. Under the area of student life are listed student government, student activities, intercollegiate activities, cooperative relationships, and development of ethical and spiritual values. Job placement and follow-up are indicated to include placement service for part-time and full-time workers; student aid, scholarship, and loan funds; on-the-job training; and refresher and up-grading programs for graduates. Among subcategories under administration besides those relating to staff and facilities are cumulative personnel and academic records and research, and evaluation of the program. A check of the needs for guidance against the areas and subdivision of such a student personnel program finds them so well geared to each other that, if put into effect, the program recommended would serve the plurality of those needs.

Conviction in the American Association of Junior Colleges of the importance of promoting student personnel programs is seen again in the delegation in 1960 by its Commission on Student Personnel to J. W. McDaniel, another leader with experience and understanding in the field for preparation of a special report descriptive of elements of a desirable program. His recommendations were presented in a publication entitled "Essential Student Personnel Practices for Junior Colleges," published in 1962. The increasing conviction of the centrality of guidance services for the community college led a few years later to the seeking of substantial subsidization for a major project investigating the whole problem of an adequate student personnel program for the institution. The project was mainly underwritten by the Carnegie Corporation and done with consultation by a National Advisory Committee representative of various interests and related disciplines. It was directed by Marx R. Raines and is frequently referred to as the "Raines Project." The published outcomes are presented in an extensive unpaged report, "Junior College Student Personnel Programs."

Monroe (1973) emphasizes that after the student, the most important element in the community college is the faculty. Research on faculty attitudes about and satisfaction with teaching in a community college are sparse. A sampling of most community colleges would reveal a wide variety of personalities with many different backgrounds and goals. Whether the community college faculty is more heterogeneous than a high school faculty or a university faculty is unknown, but it is reasonable to suspect that it is since the comprehensive community college offers such a wide variety of programs, especially of an occupational nature. These programs require a wide diversity of teachers.

Teachers vary in their educational backgrounds, their motives for entering community college teaching. As community colleges gain status as a distinctive educational institution, and as community-college teachers receive a special form of graduate education in preparation for their teaching, a distinctive type of community-college teacher will emerge.

Garrison (1967) describes the community-college teacher as follows: "He is student centered. He accepts and gladly works with students of an extraordinary range of abilities and motivations, ranging from the obviously-doomed-to-flunk student, who entered the junior college for lack of anything better to do, to the very bright and even brilliant student who, for reasons of his own, chose to begin his career in the local public college." In my experience, the majority of community-college teachers were not student oriented; they were subject-matter oriented. Jencks and Reesman (1968) regard community-college teachers as quite different from college professors. The community-college faculty is usually not interested in research. Most have no aspirations to become four-year college teachers. Community college teachers resemble high school teachers. "Partly as a result of their earlier tie to the public school system, partly as a result of their poor comparative position in bidding for faculty against four-year colleges, and partly as a principled animus against 'Ph.D.'s who aren't really interested in teaching' and 'who are too snobbish to work with the average student,' the community college continues to recruit their faculty from a manpower pool only partly fed by university graduate schools."

O'Connell (1968) states that the linchpin of any college is the president. Perhaps we can learn something useful about the community college by focusing on its president and his influence. It is a relatively easy administrative job to run a college. It is hard to run a really good one, and harder still to improve a college. It is even easy to start a new college, though obviously a certain amont of animal energy is required, but it is enormously difficult to begin building quality into the institution right at the outset and to keep on making it better from year to year. The job of running a community college is essentially the same as running a four-year institution with the additional qualification that the community college president does not have to worry about the scholarly publication of his faculty; on the other hand, he must constantly fight to establish the identity of his institution as a college.

The community college should be an innovator. If ever there was a place to try new ways to educate college students, it is in the community college. For the community college president to be an intellectual person may be vitally important in setting the tone for a new community college or for improving the tone of an established one. By intellectual, I mean a person who delights in the play of the mind over a wide range of thought and who reads widely to feed this appetite. The chief distinction between community college presidents and four-year college presidents and university presidents I have known is that many of the latter are what I would term intellectuals. Community college boards, looking above all for responsible men whom they want, are apt to think of intellectuality as a very secondary consideration. Yet, for a new college, an intellectual president can provide a kind of intellectual curiosity and a respect for the life of the mind that can reflect the institution in no other way.

Koos (1925) said that the establishment of a system of community colleges is not merely a problem of securing a sizable student body, but it is one of financing the work. To some, this requirement may seem the more important of the two, and there are excellent grounds for such a conviction. Although there can be no endeavor here to make a complete canvass of all financial aspects of community college establishment and maintenance, the volume could not be complete without giving some attention to the fiscal aspects of providing the work. This section will, therefore, present materials bearing on the costs in community colleges, the total cost per student, the burden that would need to be carried by a local comminity providing the work if the cost is borne entirely by such community, the relationship of this burden to that already being carried by communities of different populations to support education on lower levels, and inferences from their financial data toward an appropriate procedure in fostering the movement.

Cohen (1975) points out that there is a constant campaign for no or low tuition by many community college educators. Their pronouncements attract attention but have little affect on legislators, governors, trustees and administrators faced with the necessity of balancing budgets. In fact, increasing numbers of colleges are resorting to tuition and fees to help make up the difference between their budget requirements and inadequate state and local revenues. With no reversal of the trend, the most distinguishing characteristic of the community college, except for open access, will have disappeared or have been drastically modified by the end of the 1970's.

Wattenbarger (1973) reports that in only four of the forty-two states that had two-year colleges in 1963 did no college charge tuition or fees. In 1970, only two of the forty-nine states that had community colleges reported no colleges charging anything. By 1972, all states had two-year colleges, and in all of them, one or more colleges charged tuition or fees, in thirty-three states, every college collected (Connor and others, 1973). The amount of tuition increased as well. Huther (1971) reports that 18% of the colleges charged between two-hundred and five-hundred dollars per year in 1960, 68% in 1968. Since Huther's study, tuition and fees have continued to rise.

Gleazer (1968) relates that money problems still exist in many places to finance buildings and equipment out of local property tax revenues. A result has been the move toward more state and federal assistance. However, numerous districts have received significant local funding. Dallas County began operations for its college with a successful bond election in the amount of $41 million. St. Louis voted $47 million as did Peralta Junior College District (Oakland, California). There are other success stories but also many areas in which bond election failed reportedly.

Gleazer (1973) says that of all the problems community colleges face, finance heads the list. The local taxpayers, while declaring support for the community college, have voted down increased levies for the operating costs of the institutions as well as for new facilities. They are becoming increasingly vocal in their protests about mounting taxes from all levels of government. Inflation complicates the problem. It has taken five to ten per cent more money each year just to stand still, and Society's expectations of a community college services require that more be done than that.

The problem of relying upon financial support from local tax revenues are so numerous that they now draw national attention. Local taxes for the schools, almost without exception, mean property taxes -- sometimes referred to as ad valorem taxes -- and the common view is that they are overloaded. Some areas have been denied community college services entirely because local voters, required to express themselves both in favor of establishing a community college district and to improve a tax rate for support of the college, have rejected the proposals on the basis that they wanted no increase in taxes. In some areas, Austin, Texas, and Detroit, Michigan, among them, the proposal to establish community colleges has been approved, but the financial measure was defeated. Election for tax levies has become increasingly traumatic in their effect upon college operations.

Medsker (1960) mentions that many persons believe that it costs less to educate students in a community college than it does in a four-year college. Data collected in connection with the restudy of higher education in California showed that, when only teaching expenses (total salaries for the actual teaching after deducting salaries for faculty research and services, plus other teaching expenses such as clerical salaries and supplies) were considered, the cost per student credit hour in some community colleges was as high or higher than it was at the lower division level in the state colleges and at the larger campuses of the state university. Two factors may operate in making teaching costs in two-

and four-year colleges somewhat similar. First, in technical-vocational courses of the community colleges, a relatively small number of students are often in classes for larger periods of time thus raising the unit cost above that for academic subjects. Second, on a larger university campus, much teaching in the lower division is done by graduate students employed as teaching assistants at a low rate.

The task of adequately financing the two-year college program is not to be minimized. It is closely related to the problem of financing all public post-high school education -- indeed, all public education -- in a time when the cost of education and the numbers to be educated are increasing. In many states, an antiquated tax structure, a resistance to new and additional taxes, and an excessive drain on state revenues have already resulted in insufficient funds to meet adequately the mounting costs of the next biennium. Moreover, the cost of higher education in general will increase rapidly during the next decade, primarily because of increased enrollments and the necessity for higher faculty salaries. It would be unfortunate, if in the years ahead, community colleges were to be caught in the middle, as local and state revenues are allocated to educational institutions. To the extent that they absorb a share of the load of post high school enrollments, it is necessary to support them as it is to provide operating and capital funds for other types of higher institutions.

Morrison and Martorana (1960) mention that the preferred minimum for the two-year institution would be about $600 per student per year. No yearly minimum was secured for private two-year colleges. Public two-year colleges agreed that student fees should be kept low with the maximum one-third of the total cost. Other sources, such as state and locality, should provide the balance. No general pattern was discernible except that the pattern should be the one most appropriate for each state. For private two-year colleges, the median was at a minimum student fee between 60 and 70 percent of the total cost. Other sources, such as gifts, donations, and endowments, should provide the rest. In general, church-related two-year colleges had lower minimum percentages from the student than had the non-church related college. Church related schools appeared to favor a set denominational contribution per student ($200 a year suggested).

Seashore (1940) said that the problem of financing a community college is the bugbear of the situation. The high school is almost universally free at public expense. Many state colleges and universities originally provided free tuition but show a tendency to multiply fees and introduce nominal tuition charges. Patrons agree that, since the community college is coming to be recognized as the completion of general liberal education, it should be offered free of cost as the high school, which is practically required in the interest of universal education. On the other hand, the taxpayers feel that many of the terminal courses lead to a career. Therefore, the student should pay, in part, for the cost on the analogy of tuition in the higher professional schools, such as medicine and law. There are strong conflicting arguments in favor of local support from the taxable district, of state support, and of federal support, and there are numerous schemes for spreading the costs among these three sources in the interest of equalization of facilities. The facing of the costs is not to be the real determinant in this movement. Elihu Yale and Horace Mann were not discouraged by the fact that they did not have millions in hand for their multi-million dollar projects. When there is a genuine need and opportunity sponsored by sound social and education insight, "ways and means" will be found.

Again, Kelly and Wilbur (1970) emphasize the question of finance. Generally less expensive than senior institutions, community junior colleges, nevertheless, represent millions of dollars in operating budgets and capital outlay. Funds come from various sources: the federal government, the state, the community, and students themselves. Grants and gifts of money help. If the college is to be supported by a local property tax, an assessment of the tax potential must be made. State aid, for public segments, is given through a foundation program which assesses each college having a stipulated amount of state money per student. If the college fails to reach the level of the foundation program, the state usually provides equalization money as a supplement. Some states provide financial aid to all their junior colleges, while others aid only their poor students.

Fields (1962) says that the community colleges are financed to a considerable extent through local efforts. Cities or towns or other areas in which community junior colleges are situated can have just about whatever collegiate educational opportunities they want and they can afford to provide. While state provisions can equalize to some degree the financial differences among communities, they cannot overcome them entirely. Nor can state authorities wipe out differences in cultural and educational expectancies. Citizens in one locality will stretch their financial resources to the limit to secure educational services; in another, they will grant grudgingly and only under pressure. These financial and psychological differences have a strong bearing on the kind of college education the people of a region will provide.

Lombardi (1973) remarks that public confidence in public education is not likely to be restored during the early seventies. If this lack of confidence persists throughout the decade, many public junior colleges will be in financial peril unless alternatives can be found to balance their distorted budget columns.

Many factors are contributing to present (and projected) budget constraints; but suffice it to say that increased taxes, more persons with fixed income, and general dissatisfaction with the management of the educational enterprise along with the employment of college graduates have astigmatized the public eye. This condition must be changed -- and will be. However in the interim, an increased emphasis on private sources deserves consideration.

Some distinct trends are observable. Most pronounced is the shift away from the property tax toward greater reliance on state funds and tuition, a trend brought out by Wattenbarger and associates in their two articles. The state's share of the revenue will increase; a minimum of 50 per cent up to full state support (minus tuition and federal aid) is expected. Community college educators overwhelmingly favor this shift but have qualms about tuition, even though a majority of them probably support such student fees. Federal aid, the hope for so many years, seems to be evaporating. Huge yearly deficits and two devaluations of the dollar in the 1970's have been formidable hurdles to gaining massive federal aid. And much of whatever aid is appropriated will be earmarked for student assistance and vocational education rather than for operating expenditures. Thus solvency through federal aid, which seemed so near, now seems no nearer than a distant star.

Medsker and Tillery (1971) mention that it would be easy to assert that the overriding concern about the support of the community college is whether it can be adequately financed. But this concern about all educational units from Kindergarten through the university, and perhaps some degree of faith must be placed in the ultimate will of society to support its schools and colleges. On the other hand, there is evidence that local school districts as well as legislatures are showing signs of resistance to increased taxes, so the matter cannot be taken lightly.

Palinchak (1973) informs us that providing educational postsecondary opportunity at a reasonable cost for most Americans is an authentic break with tradition. But even when tuition is as low as two hundred dollars per year, only slightly more than one-fourth of American families are adequately able to meet the cost. The general three-way split with the state, local subdivision, and students each paying one-third, is rapidly giving way to a reduced portion for students. For example, in Maryland the formula for support provides 50 percent from the state, 28 percent from the local subdivisions, and only 22 percent from students.

As might be expected, community responsibility and local control change drastically when states operate or maintain public two-year colleges. As states increase their share of funding, local boards of control stand to lose a large share of their authority. The need for additional revenue will eventually force the federal government to play an important role in supporting community college development. The Higher Education Facilities Act of 1963 was the first legislative Act that singled out the community college as a recipient for 22 percent of the construction funds then available. This percentage was subsequently increased, as was some aid from other sources, including the allied Health Professional Act, Vocational Education Act, National Defense Education Act, Higher Education Act, and the Education Professions Development Act. These acts generally provide grants and loans for classrooms, libraries, laboratories, and other facilities in community colleges and technical institutues in addition to other undergraduate and graduate institutions.

Evans and Neagley (1973) emphasize that securing adequate funding is essential to the successful establishment of a community college. There are five usual sources of funds for public two-year college: Federal, state, local sponsor, student tuition and fees, and private gifts and grants. Acquiring a local sponsor for the proposed new college is the real key to all other sources of funding. Depending on state law, possible local sponsoring agencies may be one of the following: A directly elected board of trustees with its own taxing power; a county or combination of counties; a school board or combination of school boards; or a municipal governing body. Some states do not provide for local community college control; here a state community college board and department direct the colleges.

From the different alternatives, the most viable sponsor for the local community college must be chosen by the council for higher education. The basic principles in identifying a local sponsor are: (1) To select the agency that can get the necessary funds most directly and (2) to establish the broadest possible tax base. The impact of student tuition on the budget must be assessed. Tuition should be kept reasonably low in an open-door, comprehensive community college. A study of typical tuition rates in nearby community colleges will help the council to determine the amount of budget income that will be available from tuition.

Lombardi (1973) says that community college educators are convinced that the financial crisis will be resolved primarily by an increase in revenues. They are exerting their major efforts on all possible sources -- local, state, and federal; students, and private donations. State and national organizations maintain observers and lobbyists in state capitals and in Washington, D.C.; they also carry on state and local campaigns to secure approval of property tax overrides and capital outlay proposals. Occasionally, they must counter efforts to limit tax rates and other financial measures they consider detrimental to education.

The sources of revenue and the relative amount received from each are intimately connected with the financial crisis. Educators probably give as much attention to these as all other facets of the crisis. Many attribute the financial crisis to the failure of local, state, or federal governments to assume their proper responsibility to provide adequate funds for education. Tuition is considered a last resort, because it may be self-defeating if it gets too high.

Most community colleges resort to tuition and fees to help make up some of the differences between budget requirements and inadequate state and local revenues. Pronouncements that no tuition or low tuition should prevail in the community colleges attract attention, but they have little effect on legislators, governors, trustees and administrators faced with the necessity of balancing budgets. All colleges classify students for tuition purposes: In district or resident, out of district, and out of state or nonresident. The terms are used interchangeably. Occasionally, a fourth classification -- foreign -- is used. While locally, colleges apply all three classifications, state-supported systems use only two -- resident and nonresident. A state resident may attend any college in the state. A nonresident usually pays a higher tuition. Likewise, in-district tuition is usually lower than out-of-state tuition.

Thornton (1972) writes that as community colleges assume an increasing share of rapidly growing college enrollments, their problems of adequate financial support grow more acute. They are in competition with elementary and secondary schools for local property tax money and with state universities and colleges for income from the state treasury. In each case they are somewhat handicapped. At the local level, the numbers of students in the two-year community colleges are much smaller than in the 12 years of public schools, and so their claims for support are subordinated. In the competition for state revenues on the other hand, they lack the prestige and the statewide appeal of the four-year institutions and so find it difficult to secure adequate, not to say equal, appropriations.

The original ideal of the community college pictured a small institution with a close personal relationship between faculty and students and with strong ties of service between the institution and the community. Present realities are quite different. Faculties number in the hundreds, and students in the thousands. Communities grow until the once small personalized community college must establish another campus, or two, or three. Administrative considerations lead to the merger of several junior college districts so that broader tax bases and some operational economics may be realized. As larger state contributions are needed for adequate support, state boards for coordination or control of community colleges are established.

Control by a board of local citizens chosen by the voters of a community was the earliest pattern of governance for community colleges. Recent developments in district organization raise the question of the ultimate size of a community. Can either Chicago, with seven branches of one junior college or Los Angeles, with eight junior colleges, be considered in any meaningful sense a single community? There are at least 150 similar multicampus developments in operation or in prospect. The major problem in their establishment is to retain sufficient autonomy on each local campus and to provide for sufficient sampling of local community opinion, so that the basic values of college cooperation are not lost in the search for bigness, administrative convenience, or fiscal economy.

Harlacher (1969) mentions that from the overwhelming majority of reports gathered on community colleges, finding money to finance the program remains the chief concern in the area of physical resources. One administrator even wondered, "Will the programs continue without Federal funds?" But a counter query might well be: "Will the programs continue if colleges persist in assigning them low priority with respect not only to funds, but to staff and status as well?" Looking toward the future, it seems unwise to build too hopefully on the availability of Federal funds, except on a short-range basis. But until communities, college faculties, and college administrations can be educated to the fact that semester-long, credit courses are not the only -- nor indeed, necessarily, the best means of bringing enlightenment to the community-at-large, the problems and issues will doubtless be but slowly resolved. This is not to suggest that no solutions will be forthcoming; it is only to imply the need for continued and painstaking effort to discover them.

Rathbone (1964) in a speech at Marshall University said that:

"Historically this country has always turned to the schools and colleges to meet the needs of the day. During much of the nineteenth century, the movement to establish free public schools was a burning issue in countless localities and state legislatures. If that movement had not succeeded, there could have been no real growth of popular self government in the United States; no educational base for the development of the hundreds of skilled trades needed in our growing economy; and no effective way of 'melting' millions of people from diverse national and cultural origins into the mainstream of American life."

John Kennedy in his state of the Union Message delivered on January 11, 1963, declared:

> "The future of any country is dependent upon the will and wisdom of its citizens, and is damaged, whenever any of its citizens are not educated to the full extent of their talents, from grade school through graduate school."

Leaders in the field of higher education have shown that the characteristics of the contemporary community college are rooted in the earliest practices of higher education in America. Butts (1939) presents an overview and a perspective of the liberal arts college, its objectives, problems and evolving patterns.

Brubacker and Rudy (1958) have reviewed all types of higher education in America. Henderson (1960) indicates that throughout its history higher education in America has shaped itself in response to changing social demands. Original documentation of such a position is presented by Hofstader and Smith (1961). In addition, expert opinion available in selected books and periodicals has been reviewed and is listed in the bibliography of this report.

Summary

Writers in the related literature section tend to agree that the community college concept has great merit. Its economic, social and cultural value to a community is not doubted. The central issue of the community college growth is its funding, curriculum, and composition of its student body. Most writers agree that a wide base of financial support must be found and that the course of study offered by the institutions must be diverse enough to meet the needs of all elements of society regardless of their abilities.

III. Method and Data

The author decided on a descriptive technique in the initial stages of the methodology in securing the data so that in approaching the material relating to the subproblems there would be no doubt about the institution under study. Therefore, in the initial stages of the method section, the author felt that something should be included about the initial opening of the college along with the policies related to their opening in the state.

Most of the introductory material was obtained from the Department of Higher Education in Pennsylvania. It established a foundation for the method and data which are subsequently to be used in answering the subproblems relating to the best technique of financing the community college in Delaware County. The Department of Higher Education provided a wealth of material about all aspects of community college programs, such as: Composition of faculties of the presently established fourteen community colleges in Pennsylvania, their curriculums, locations, plant facilities, methods of housing the institutions, their cultural use, and the costs to the state in maintaining them.

In using this method of providing a slight overview of the state's investment in community colleges, the author felt that he could then proceed in logically attempting to find an answer to the subproblems related to the study. It became evident that state acceptance would have to be found. The author felt that the search for local means of support would prove inadequate unless wide acceptance and support had been found in examining the progress of similar state institutions. The author's thinking was that, unless you examine state policy, then the study which is of a county nature would be narrowed to the extent of overlooking its main source of revenue, plus the chance to see the progress the schools are making.

Records at the Department of Higher Education in Harrisburg show that in 1963, Pennsylvania joined with local governments to establish a new system of higher education -- the community colleges. This new partnership will prove to be a rewarding investment in the people of Pennsylvania.

In just 12 years, this partnership has resulted in one of the most effective educational concepts in the state since public schooling began in the 19th Century. Of course, this short span of time can not be a true indicator of its future stamina.

The movement to establish a system of locally sponsored community colleges arose from the need for:

- academic programs that would provide occupational studies as well as the first two years of traditional higher education;
- community service programs that will offer opportunities for enrichment and personal growth;
- continuing education programs that will allow for professional and semiprofessional development; and
- an educational system that will provide a wide range of other needed community services.

The return on this investment in people trained (or educated) through a comprehensive low cost, accessible system of community colleges has surpassed the expectations of even the most optimistic founders of the two-year educational concept in Pennsylvania. And the achievements in all four areas listed above have led to even greater demands for new and improved services by the people these colleges serve.

Community colleges in the future will encourage the rent-free use of their campuses by a broad spectrum of civic, cultural and public service organizations and agencies. Delaware County Community College, for example, operates on two shifts and makes additional use of facilities with a weekend of cultural affairs programs that are open to the public.

For a community concept to become a reality, there has to be a sharing of human, as well as financial, resources. Civic, political, business, labor and educational leaders had to work with the Pennsylvania Department of Education and the State Legislature on many details. This partnership must be continued, as operating boards of trustees, academic advisory committees and faculties cooperate with the department and the legislature to assure an ongoing, effective community college system.

This investment in people has been enormous, and from the number of participants in the program, it would appear that it shall pay off in dividends many times. The most obvious and significant accomplishment has been the establishment of an educational system that is flexible enough to respond quickly to the needs of the people. This flexibility will produce colleges with the incentive and the willingness to initiate new and relevant programs almost as soon as the need for them is identified.

Flexibility will also lead to changes in student enrollment. Because of their accessibility, community colleges have been able to respond to the national trend toward greater numbers of part-time students trying to upgrade their skills, change careers or broaden their educational horizons. Some of the fourteen community colleges have more part-time students than full-time. This flexibility will also result in an educational program responsible to student and community needs. It should be mentioned at this time that this is all being done at a minimal cost to the public.

During the early years of the community college, for example, there was a great demand for transfer programs that would prepare students to eventually earn a bachelor's degree at a four-year institution. Only about 30 per cent of the students at two-year colleges were enrolled in career or occupational programs. Today, that pattern has reversed itself, and more than half of all community college students are now enrolled in career programs. The switch in emphasis has taken place in every community college without any loss of academic standing. There are those who will take issue with this and point to affective differences in student composition which they claim would have to be affected in such courses as liberal arts, et cetera.

Another advantage of flexibility is that it will allow the colleges to identify and reach a growing number of students who have not traditionally been part of the higher educational scene -- older persons, members of minority groups, part-time students, women and high school students seeking opportunities for enrichment. Community colleges will give a second chance to students who are otherwise qualified for college studies but lack proper preparation. Between 10 and 15 per cent of all community college students are enrolled in basic studies programs. These specially designed courses will allow students to make up academic deficiencies and then pursue their studies on the same level as other students.

In all, Pennsylvania community colleges shall offer about 100 different academic and career programs across the state. These schools have been particularly successful in developing programs of study for new and emerging careers and in retraining employees for other specialties. Community colleges often conduct in-service programs in plants and industrial sites. Higher education has traditionally been concerned with the development of new programs, but community colleges will be equally concerned with phasing-out programs that lead to job obsolescence in a rapidly changing world.

The colleges have also avoided costly duplication of programs that have limited student interest or are related to a limited job market. As a result, most of the colleges hope to cooperate in an arrangement that allows students from one community college to attend another school that has a program not offered by the local state community college. Recent follow-up studies from such institutions as Delaware County Community College document the success of the two-year schools in placing graduates in employment directly related to their training. Other community colleges have had similar experiences with their occupational programs, ranging from accounting, hotel-motel administration and marketing to nursing, police administration and welding technology.

The colleges hope to be successful in transfer education. At present, 4,000 graduates transfer to four-year institutions each year with little or no loss in credit. The institutions to which they transferred include public and private colleges throughout Pennsylvania and across the country. An important activity of the colleges -- in recent years has been to provide alternatives for the growing number of people who are making mid-career changes or entering the job market after being homemakers. This effort is often called the "recycling of people." Another activity of the colleges -- and one which is not surprising -- focuses on courses for future use of leisure time. These may be in the form of active participation in sports, such as bowling, golf or tennis, or a better understanding of professional football for the partners of television addicts. Many older citizens are also served through such special courses as water color painting or a documentary on local horticulture. Homemakers will be able to acquire special skills, such as cake decorating, and some eventually become well known for these skills in their communities. Advocates of the community concept point to contributions to local environments. Pollution control, politics, history, zoning and land use are just a few of the topics that will be studied locally. Participants in these courses are usually adults and community leaders as opposed to youthful full-time students.

Communities will also feel the impact of community colleges serving as cultural centers or forums for public issues. In short, schools will be the catalyst that will bring community voices together and help the carrying out of programs aimed at community improvement. In terms of more concrete accomplishments in the state, the colleges have served 420,000 students who registered for academic credit between 1964 and 1975 and have awarded about 35,000 associate degrees in the same time span. A hundred-thousand persons each year participate in continuing education and noncredit programs, and in 1975 the summer enrollments totaled 115,000. As the concept progresses, so do the citizens' demand for services. In 1975, 31,000 freshmen were enrolled in community colleges -- more than one out of every four students in higher education in the Commonwealth. One of the reasons for the continuing enrollment is the colleges' low tuition -- an average of $275 as of 1975. The average cost of educating each full-time equivalent student in the community college system in Pennsylvania in 1973-1974 was $1,342; the comparable state cost for students in kindergarten through grade 12 was $1,100. The fact that no funds are earmarked for costly graduate education or research projects is another reflection of the colleges' cost-effectiveness.

The accomplishments discussed so far are overwhelming evidence that the investment in community colleges shall provide the people of Pennsylvania with an effective and accessible means of public education. However, future funding and support are vital if the colleges are to keep up their full range of services and respond to new demands by the people they serve. And investments must be expanded to include people in the Commonwealth who do not yet have access to the opportunities provided by a local community college.

The need for a community college in Delaware County was discussed for several years before the Legislature passed the 1963 Community College Act of Pennsylvania. In 1964, a countrywide survey of public and parochial high students, their parents and local businesses confirmed the need. When a majority of school districts agreed to sponsor Delaware County Community College and elect a Board of Trustees, the dream became a reality. The college was born March 1, 1967, and admitted its first class of 307 evening students on September 25, 1967. Classes were held in rented facilities at Ridley Township High School.

During 1967, the college searched for a permanent site and finally chose the 123-acre Gideon Stull property in Marple Township. Legal difficulties held up construction of the new campus, so the college leased temporary facilities at the Dante School in Concordville to accommodate 600 students. Later, 18 mobile units were installed to accommodate a growing student body of more than 2,000. Construction began on Delaware County Community College's campus in the Fall of 1974 with a total enrollment of 3,500 full- and part-time students. The campus has two main structures, connected at the top by enclosed bridges. By September, 1975, Delaware County Community College had an enrollment of 4,866 full- and part-time students, for a full-time equivalent of 3,332. This represented an increase of about 40 per cent over the previous year's figures. The increase was attributed to a wider acceptance of the community college concept, comparatively lower tuition and new facilities. The faculty consisted of seven professors, 33 associate professors, 37 assistant professors, 10 instructors, two associate instructors and three assistant instructors. Nine counselors worked closely with students to reach career goals. A large number of part-time staff were also hired to handle the increased enrollment. In addition, a 40,000-volume reference library and professional staff are at the students' disposal. The present plant value, including equipment, is $19.3 million, and the permanent campus has 313,757 square feet of space. Plans for future expansion include an athletic facility and a theatre for the performing arts. Budgeting factors have curtailed some of the immediate plans of the new facility.

Besides its certificate and degree programs, the college offers developmental courses for students with academic deficiencies and community service programs. In earlier years, the college curriculum emphasized courses which would be acceptable for transfer to nearby colleges and universities. Additional emphasis was on developing and implementing standard two-year career programs and non-remedial courses. Recently, however, the college has shifted emphasis to meet the future needs of non-traditional students. Projects are now being planned to assess the work and life experiences of older students, to broaden the definition and scope of cooperative education programs, and to incorporate the theme of career education into every facet of the college's educational mission.

In the immediate future and thereafter, Delaware County Community College expects to capitalize further on the need for career education, expand its programming in occupational education, and implement a variety of two-year or less vocational curricula. The emphasis on college and university transfer programs will decrease. In addition, the college expects to become more heavily involved in retraining workers, developing career programs for special categories of workers in concert with key employers, and expanding its joint training efforts with other institutions and agencies. To supplement these new directions, the college will place future emphasis on competency-based degree programming and the developing of the human potential of students in every age group.

The college's Community Service/Continuing Education Program consists of courses, seminars, conferences, clinics, and workshops which are general, skill building or avocational in nature. The programs, designed to meet the immediate educational needs of the community, are not for degree credit. The development of continuing education at Delaware County Community College goes back to 1969, when some 13 projects, enrolling almost 1,000 individuals, were conducted predominantly in business-oriented programs. Since that time, almost 30,000 individuals averaging about 5,000 a year, have taken advantage of the programs.

Since 1969, the scope of the Community/Continuing Education Program has broadened considerably. More than 200 projects are now being offered including beginning skiing and beginning tennis; sponsorship of a community theatre, community chorus and community orchestra; flying, photography and dance; basic uses of accounting for small business; and management development for first-line supervisors. In the general area, courses included the divorced person's workshop, geneology, adult driver education and understanding your car. Another aspect of the Continuing Education Program is the volunteer college. Volunteer fire fighters, ambulance attendants and tutors for schools participate in courses and seminars which provide them with necessary skills as they in turn serve the community.

As an investment in human and economic resources, the college broadly educates people who contribute to and benefit from the area's growth and development. Business, industry, the professions and the social, cultural and civic life of the community are enriched by its existence.

The cost of the community college system, while not inconsequential, requires a far smaller commitment than any other segment of higher education in Pennsylvania. The subproblems of the study will show financing methods presently being used, alternate ways and means, and conclusions gathered from the research data. At present, only 5.8 per cent of the total state budget for higher education is presently earmarked for community colleges -- yet these schools serve about 20 per cent of all full-time equivalent students at state supported institutions of higher education. Of all first-year college students in Pennsylvania, 28 per cent attend community colleges.

Among higher education segments in the state, community colleges have the lowest actual cost of instruction for each full-time equivalent student. In 1974, this cost was $1,342 at community collges versus $3,030 at state-owned colleges. The state's share of this cost is also lowest at community colleges -- $498 for 1975-1976 compared with $1,813 for state-related schools and $2,204 for state-owned schools. The Commonwealth and local sponsors have also been equal partners in the investment in facilities. Together they have been responsible for the development of 14 separate campuses at an annual cost of $7 million each. The building on new campuses were constructed through authority bond financing on 25-year issues. The total cost for occupying the buildings will remain the same (about $3.25 per square foot per year) until the end of the issue. Regular rental on today's market would have cost more than this amount and would increase with inflation.

In gathering the data relating to Delaware County Community College, the researcher used the following agencies and institutions:

1. Delaware County Community College
2. Delaware County Board of Assessments
3. United States Census Bureau
4. Delaware County Chamber of Commerce
5. Delaware County Planning Commission
6. Delaware County Board of Education
7. Pennsylvania Department of Education
8. United States Department of Health, Education, and Welfare
9. Metropolitan Library Services of Greater Philadelphia.

In attempting to gather data on the first subproblem relating to the study which was to identify the population dispersion patterns from contributing and non-contributing districts supporting Delaware County Community College, the author was able to lean heavily on material obtained from the United States Census Bureau, the County Board of Education, and the Chanber of Commerce.

The Census Bureau reported the 1975 population of Delaware County as revised from the 1970 census at 591,671 people. Of this group, 39.5 per cent of the population of Delaware County had not finished high school. The general enrollment in school for people in age groups 3 to 34 was 180,015. Of this group, 99,710 were enrolled in the public schools and 42,865 were students in private elementary and secondary schools. The author attempted to identify potential student patterns for the community college not from a public or private school setting but rather from age groups found in the contributing and non-contributing districts in the County. This would enable the author to make immediate and projected studies in terms of enrollment. In ages 18 and under, the author found 134,634 children in the contributing households and 51,529 in the non-contributing districts. The total number of students attending community college from the sponsoring districts showed 2,359 part-time students and 1,915 full-time students enrolled for a total of 4,474 students (1976 enrollment figures) in all programs at the college. The enrollment for students from non-contributing districts was 236 part-time students and 319 full-time students.

The distribution of high school graduates, as indicated by the Pennsylvania Department of Education, shows that at least 62 per cent of the Delaware County graduates pursue higher education. The largest number of FTE (full-time enrollment) was from Upper Darby, 709.92 which is a sponsoring district, while the largest number of FTE enrollment from the non-contributing districts was Chester, 146.91. An extension center is open at Upper Darby High School and the enrollment as an off-campus unit has been very high. Upper Darby and Chester are both heavily populated areas.

The types of living standards for people living in Delaware County are rather diverse. The 1975 census revision shows that there are 184,481 housing units in Delaware County and that the average family income is $11,822 with an estimated per capita income of $5,266. Chester, with a per capita income of $3,676, is the lowest in the County. In terms of racial characteristics, Chester has the largest non-white population in the County with close to 50 per cent of its population being classified as non-white.

The occupational skills of the County may be broken down into the following categories (Bureau of the Census, 1974):

Clerical workers	31,361
Operatives and kindred workers	37,831
Craftsmen and technical	33,417
Professional and technical	32,581
Service workers excl. domestics	13,875
Managers, officials, and proprietors	19,564
Sales workers	19,232
Laborers excl. mining	6,483
Private household	3,422
Occupation not reported	8,768
Total	206,534

* Excludes unemployed

Of the population in Delaware County, Pennsylvania, 5 per cent were foreign born and with 17 per cent having one or both parents foreign born. Approximately 15 per cent of the County population has moved to Delaware County during the last five years. Of the 184,401 housing units, 49,007 are rented with a total of 3,701 units reported as vacant (Bureau of Statistics, 1977). Chester has the highest number of renters in ratio to their total population.

The distribution of population for Delaware County revealed that the largest age group has between 5 and 15 with 20 per cent of the population falling within that distribution. The second highest distribution was between 15 and 25 with approximately 17 per cent in that age span. The under 5 group was among the smallest, encompassing only 5.8 per cent of the total County population. In terms of income, the Sales Management Annual Survey of Buying Power reported the following for the County:

0 - $2,999	8.4%
3,000-4,999	6.0%
5,000-7,999	16.3%
8,000-9,999	16.8%
10,000-14,999	29.8%
15,000-24,999	16.4%
25,000-& over	6.0%

In terms of wages and salaries, the following municipalities showed the highest numbers of employees and greatest amount of wages and salaries: (Five highest in Delaware County)

Springfield Township	$112,968,000
Middletown Township	$ 37,784,000
Chester City	$120,546,000 (Non-

	Contributing District)
Ridley Townhip	$ 94,569,000
Marcus Hook Borough	$ 52,089,000 (Non-Contributing District)

Total Civilian Labor Force (volume in thousands):

	1970	1977	1978
Employed	245.4	276.7	277.8
Unemployed	6.8%	19.3%	17.8%

* Projections by the Philadelphia Office, Bureau of Employment Security.

The author provided the economic and social data about the County in order to provide an in-depth study of the pattern of sociological and economic life in the County. As the subproblems are dealt with, the author feels that a pattern of thought will develop and bring the entire study into a sharper framework. The author feels the impressions gathered will mold a picture that will help answer the additional subproblems and clear the way for answers to budgetary and financial problems as the study turns to the intricate task of investigating funding problems which are of the upmost importance to any institution.

In analyzing the dispersion patterns, the author felt that a study of County dispersion patterns would not be adequate if the alternative opportunities for schooling were not weighed. The data gathered listed potential students and at the same time studied the students who are available for post-secondary work and the alternate routes that they could take if not enrolled at the community college. The author felt that in order to proceed in an orderly fashion in answering subsequent subproblems, the entire list of possible opportunities for perspective and on-going students should be explored. The material which is to be presented affords the readers and the investigator an opportunity to break the students down into pre-college and college-level students living in the County. This was done to examine the competitiveness of the region and the future techniques that should be explored to finance Delaware County Community College and the intensity with which it should be pursued. Only by looking at the ramifications that future taxes will bring and the full spectrum of opportunities available now will the author be able to draw an adequate summary and conclusions.

According to statistics provided by the United

States Bureau of Statistics, there are 180.015 residents of Delaware County enrolled in education at all levels. 142,575 of these students are in elementary and secondary schools which would leave 37,150 students who would normally be eligible for post-secondary schools in the Delaware County area (20 mile radius). The Delaware County Community College would then be competing for these students along with the other colleges located within the commuting range. The Department of Education in Harrisburg provided a list of the following four-year and two-year colleges which are within the proximity of the County and which offer alternatives to both contributing and non-contributing student members:

1. Academy of the New Church, Bryn Athyn
2. Baptist Institute for Christian Workers
3. Beaver College
4. Blessed Sacrament College, Cornwells Heights
5. Bryn Mawr College, Bryn Mawr
6. Cabrini College
7. Chestnut Hill College
8. Cheyney State College, Cheyney
9. Combs College of Music, Philadelphia

10. Curtis Institute of Music, Philadelphia
11. Delaware Valley College of Science and Agriculture
12. Divinity School of Protestant Episcopal Churches, Philadelphia
13. Drexel University, Philadelphia
14. Dropsis College, Philadelphia
15. Eastern Baptist Theological Seminary, Philadelphia
16. Eastern College, Radnor
17. Faith Theological Seminary, Elkins Park
18. Gynedd-Mercy Junior College, Gwynedd Valley
19. Hahnemann Medical College and Hospital, Philadelphia
20. Harcum Junior College, Bryn Mawr
21. Haverford College, Haverford
22. Holy Family College, Philadelphia
23. Immaculata College, Immaculata
24. Jefferson Medical College, Philadelphia
25. LaSalle College, Philadelphia
26. Lincoln University, Lincoln University
27. Luthern Theological Seminary, Philadelphia
28. Manor Junior College, Jenkintown
29. Moore College of Art, Philadelphia

30. Pierce Junior College, Philadelphia
31. Widener College, Chester
32. Pennsylvania State College of Optometry, Philadelphia
33. Pennsylvania State University, King of Prussia Campus
34. Pennsylvania State University, Delaware County Campus
35. Pennsylvania State University, Ogontz Campus
36. Philadelphia College of Bible, Philadelphia
37. Philadelphia College of Osteopathy, Philadelphia
38. Philadelphia College of Pharmacy, Philadelphia
39. Philadelphia College of Textiles and Science, Philadelphia
40. Philadelphia Museum College of Art, Philadelphia
41. Philadelphia Musical Academy, Philadelphia
42. Rosemont College, Rosemont
43. St. Charles Seminary, Overbrook
44. St. Joseph's College, Philadelphia
45. Spring Garden College, Philadelphia
46. Swarthmore College, Swarthmore

47. Temple University, Philadelphia
48. Temple University, Ambler Campus, Ambler
49. Theological Seminary of Reformed Episcopal Church, Philadelphia
50. University of Pennsylvania
52. Ursinus College, Collegeville
53. Valley Forge Military Junior College, Wayne
54. Villanova University, Villanova
55. West Chester College, West Chester
56. Westminister Theological Seminary, Chestnut Hill
57. Woman's Medical College of Pennsylvania

Community Colleges

58. Philadelphia Community College, Philadelphia
59. Montgomery County Community College, Conshohocken
60. Delaware County Community College, Marple
61. Bucks County Community College, Newtown

Proprietary Schools Granting Associate Degrees In Specialized Business or Specialized Technology

62. Levitan School, Philadelphia (A.D. in Business)

63. Keystone Secretarial and Business Administration School, Swarthmore (A.D. in Business)
64. Lyons Technical Institute, Philadelphia (A.D. in Specialized Technology)
65. Philadelphia School of Office Training, Philadelphia (A.D. in Business)
66. Pennco Technical Institute, Philadelphia (A.D. in Specialized Technology)
67. Tracey Warner School of Fashion Design, Philadelphia (A.D. in Specialized Technology)
68. Williamson Free School of Mechanical Trades, Media (A.D. in Specialized Technology)

* Only schools listed as offering degrees in the Greater Philadelphia area are listed. Material obtained from the Bureau of Academic Programs, Department of Education, Harrisburg, Pennsylvania

College and University dispersal patterns available to Delaware County and nearby areas (20-mile radius)

Map has been deleted.

Subproblem 2 poses the question of whether the present means of support for the community college is adequate. The immediate response to this question is no. The Administration knowingly concedes that the present type is inadequate to maintain existing services. The present technique revolves around a system in which each of the three participating groups, students, contributing school districts, and state, pay one-third of the cost. The existing state law, however, allows only state reimbursement to a maximum of $500 per each FTE (full-time enrolled student) and does not permit the student's cost to exceed $500. Therefore, the contributing district must pay above $1,500 per student. Presently the cost in the 1977-1978 budget calls for a cost of $1,454 per FTE.

With rising inflation and increased teachers' demands, the College expects to go over the $1,500 mark for the first time in its ten years of existence. This would mean that because of state law, the contributing districts will have to pick up the additional $1,500 level. Presently, the County is emeshed in teacher strikes which have dragged on because of the citizens' unwillingness to pay higher taxes.

The one district in which the strike has been bitter is the largest single contributor to the community college, due to assessed evaluation. It also has the largest number of students attending the college.

Unless the state increases its share of appropriation, or the law is changed so that additional tuition can be charged to the student, then the Delaware County Community College must go back to the same troubled districts and ask for additional money for the fiscal year of 1978-1979. In addition to the troubled areas presently having strikes, contracts of public school teachers in other districts will be coming up in 1978 and 1979, many of which are contributing members.

In order to keep the costs within reason and because of competition for students in the area, the Delaware County Community College operates with 51 per cent full-time faculty members and 49 per cent staff, according to data compiled by the Pennsylvania Department of Education. In addition, so that no new faculty will have to be hired, present faculty are permitted overloads which in many cases permits a college teacher who is a member of the faculty to teach seven college equivalent courses. The course load is also increased to approximately 40 students to get maximum economy out of the faculty and staff. The cost per FTE climbed from $1,181 in 1967 with 299 students to $1,454 with 4,350 students in 1977. The projected enrollment, based on present figures and the present means of funding calls for an FTE enrollment of 6,300 by 1981-1982. This would mean that the contributing districts would have to pay for an additional 1,950 students using the present formula of financing.

With rising inflation, increased faculty demands, and the required staff, school authorities project that costs would soar well above what the state and students are now contributing and would involve an increase in the contributing districts' share. According to one school authority, unless staff were employed at the institution in such great numbers (49%), the college could not function economically. Further, he stated that faculty overloads and large class sizes have created the myth that community college education is cheap.

The crunch for the dollar has become competitive among all segments of public education, and as the Delaware County Community College moved away from its original college-oriented programs to more diverse programs, it has found an abundance of students who are eager to learn but are caught up in the tremendous problem of funding. It is interesting to note that in examining the Delaware County Times (January 28, 1976), the Philadelphia Inquirer (June 22, 1967), the Philadelphia Bulletin (September 9, 1965) and articles from the same newspapers at later dates, it became obvious that the County Supervisors and Marple residents fought expansion ferociously. Court battle ensued in which legal maneuvering delayed the new site for a number of years. The original college with an FTE count of 299 college-bound students had never encountered the difficulties of the expansion period.

One of the biggest difficulties in budgeting under the present system is that each district must include funds for the community college in their own local school budget. Therefore, each contributing district must first pass on their share of the budget to run the college with two-thirds of the contributing districts voting "yes" for final passage. Thus, each district must sanction the budget and then the contributors at large must give approval. The budget must also be passed by the trustees of the college who must be concerned with any changes which may have been made by the contributing districts. Finally, the faculty which has threatened to strike twice within the past two years must give its approval. The trustees have committees at work with other districts who are non-contributors and with the County Commissioners. Dr. N. Dean Evans, Interim President, while Dr. Douglas Libby is working on "The President's Executive Inter Change Program" for one year, said that budgetary problems are no secret. On September 21, 1977, he was quoted as saying that students from non-sponsoring districts are paying double the tuition that students from sponsoring districts pay. He said that the initial idea was to have total county support. The assessed valuation of the supporting districts as given by the Delaware County Board of Assessment is $502,033,534 and the assessed valuation of the non-contributing members is $207,186,458. The total county assessed evaluation is $709,219,992 with a market value of $3,570,761,800. The county does not have a wage tax but the figures for total county income for the year 1975 was $535,622,000.

At present the state appropriates $3,146,430 (1977-1978) for operation of the college. The sponsoring districts pay $1,885,737, with other sources of revenue making up the rest of the income. Out-of-state students are charged $180 per course with a semester costing $720. Contributing district students pay $240 per semester. There are only 5 full-time out-of-state students and 3 part-time classified students. The 224 students attending from other counties pay the same as non-contributing members. Projected enrollment as given by the admissions office continues to rise as already indicated. Bucks County, which gained initial county support for its program, opened its doors with 731 full and part-time students in 1965; by 1975, it was 6,897; and more than 35,000 students have registered for courses. In 1977, their faculty went on strike for a prolonged period of time over salaries.

The statistics given through the State Department of Education regarding salaries do not list faculty and staff separately. The average salaries listed for the Delaware County Community College are slightly lower than most other similar institutions. One fact which must be kept in account is that Delaware

County Community College is operating with only 51 per cent faculty while many of tne other schools are operating with a much higher number of permanent faculty. The hiring of a full-time faculty under the present means of support would, of course, increase cost substantially. The expansion of plant facilities, enlargement of programs also must be considered with the present type of funding.

Allegheny Community College was able to secure County support like Bucks County. The Allegheny Commissioners acted almost immediately when the Pennsylvania Community College Act became law in 1963. When it opened its doors with county support, it had 7,341 students; by 1975-1976, the enrollment increased to 38,000 students with 346 full-time faculty members and 2,000 part-time staff. It is evident from the data gathered from the Pennsylvania Department of Education that broad means of financial support brings immediate numerical success as indicated by the multi-campus Allegheny Community College expansion. In Delaware County, the researcher has indicated that the officials of the institution recognize the need for firmer financial support. In the summary and conclusion section, the author will have an opportunity to group the subproblems into a more cohesive fashion for analysis.

Subproblem 3 deals with whether all the school districts in Delaware County (contributing and non-contributing) would be the best sponsor for the community college. The assessed evaluation of the contributing districts is presently $502,033,534. With the inclusion of the non-contributing members, it would increase the total assessment value $207,186,458 for a total assessment of $709,219,992. Using the same budgetary procedures, it would mean that 15 school districts would have to pass individual budgets and then be voted on again by the Delaware County Board of Trustees. The City of Chester which has the lowest per capita income of the Delaware County municipalities and which has the largest FTE enrollment of the non-contributors has just built a twenty-one million dollar high school and is presently working on a twenty-year building program. It would also bring 51,529 children (eighteen and under) into the projected planning of the community college. Chester and Marple-Newtown have the largest number of special education students enrolled in the county program and this would have to reflect a change in the programs that the college offers. The market value of all Delaware County School Districts is $3,570,761,800. The facilities offered by the non-contributing districts would be enormous and would provide the opportunities for multi-campus facilities. Many of the non-contributors would have to collapse their own adult programs with this type of funding.

Subproblem 4 deals with the funding of the community college through a county authorized tax. This would mean that there would be only one taxing agent and the collection of such a tax would be easier and more direct. The Delaware County Community College has already projected the number of students that would attend the college up to the year 1981-1982 with County sponsorship.

Fiscal Years	Present Budgeting	County Sponsorship
1977-1978	5,325 FTE	5,700 FTE
1978-1979	5,415 FTE	6,175 FTE
1979-1980	5,655 FTE	6,840 FTE
1980-1981	5,860 FTE	7,090 FTE
1981-1982	5,985 FTE	7,245 FTE

FTE - Full-Time Enrollment

The current FTE reimbursement by the state is one-third of the total cost per student to a maximum of $500. This amount is legislated and may increase or decrease at the will of the State Legislature. Under present law, the student is only permitted to pay a maximum of $500 dollars. Full-time student equivalent (FTE) is misleading in that part-time students are used in the count so that several part-time students may add up to one FTE. This year the total cost per FTE was $1,454 and the accounting department informed me that for the first time costs per FTE would exceed $1,500 for the fiscal year 1978-1979 and that under existing law the school districts supporting the college would have to pay the additional sum. Provided county sponsorship was obtained, the present portion of the FTE per student would not have to remain constant. Future legislation could also enable the college to increase student tuition. In speaking with county spokesmen, the county has remained constant in its policy towards the college. They have cited rising costs, threatening strikes and future building outlay as the reason for not supporting the college. They point to the fact that they donated a sizable track of land to Penn State for their Middletown Center, plus the proximity of other colleges and universities. In talking with the spokesman for the Chairman of the County Commissioners, the author was promised a letter which the Chairman had sent in reply to an editorial appearing in the Delaware County Community College newspaper critical of the Commissioners for their lack of County support. The County has undergone severe labor problems during the last two years and the County workers have started to unionize. The fact that the 14 community colleges in Pennsylvania have been so successful has not altered their position.

The Community College of Philadelphia, which opened in 1964 and which now is housed in the former United States Mint with a student enrollment of 11,000 and offering 450 courses, has been used as a model to show what supporting districts can do. The average age of the Philadelphia Community College student has increased to a point where 51 per cent of the entering class was 21 years old or more. More than 60 per cent received financial assistance; half were minority groups. Of full-time students, 59 per cent were male and 41 per cent were female.

The fact that the number of state FTE reimbursements has jumped from 715 in 1964-1965 to 54,558 in 1975 must be indicative of the success of the program. The operating cost per FTE in the state has jumped from $744.44 in 1964-1965 to its statewide average of $1,238.24 in 1975. The Delaware County Community Cost per FTE for this fiscal year was $1,454. Philadelphia Community College makes a good comparative study with the Delaware County Community College. Data received from the United States Department of Commerce revealed that some of the Delaware County Municipalities were partially or wholly in the Philadelphia Commercial Zone. The author felt that these data would provide information on the similarity of job opportunities in both counties. It is interesting to note that two-thirds of the population of Delaware County lives within this zone. Housing patterns, interests and per capita income would be similar.

Under present assessed evaluations, it would take 1.4 mills for the county to maintain the contributing school districts financial part in funding Delaware County Community College. This millage would be based on present college FTE numbers. The data also would be dependent on the state maintaining its present subsidy of a maximum of $500 per FTE and the same rate of tuition ($500 maximum) mandated by the present State Legislation.

It would also mean that the County would be assuming the bond indebtedness incurred when the college was built at a cost of 19 million dollars under a 25 year mortgage underwritten by authority sponsored bonds. The Delaware County Community College has shown an interest in athletic facilities but has not been able to finance them with their present method of funding. Population for the County in 1980 is projected at 641,754 by the Area Development Department, Philadelphia Electric Company.

Since 1940, the County's population has doubled. During this period only the most affluent were mobile enough to relocate; therefore, migration was negligible.

Delaware County Municipalities, partially or wholly, located in the Philadelphia Commercial Zone.

Map has been deleted.

IV. Findings

Subproblem one deals with the dispersal patterns of the student population from both contributing and non-contributing districts that make up the Delaware County population from which Delaware County Comminity College recruits their students. The United States Census Bureau reports an up-dated revision of the Delaware County population at 591,671 people. The revision was made in 1975 with additional comments on the patterns and composition of population. The report indicated that 39.5 per cent (233,688) of the total population had not finished high school. The Census Bureau reported that in the age categories 3-34, there were 180,015 persons enrolled in school. Data reported that the public elementary and secondary schools had 99,710 students enrolled and that the private schools had 42,865 students enrolled on similar levels. The total number of elementary and secondary students in Delaware County, botn public and private, was 142,575 students. The Bureau of the Census also revealed that 37,150 students were taking post high school studies of some type.

In identifying potential students for the

Community College, the researcher found that in the 18 and under age groups there were 134,634 children in the contributing districts and 51,529 in the non-contributing districts. The homes that the children lived in within the two districts varied considerably. Census data revealed that two of the non-supporting school districts had housing units that fell into the lower market values (under $16,000) and that more public housing was located in the Chester City area. The researcher found through the Chamber of Commerce that Chester area had the lowest per capita income of $3,676 and the highest unemployment rate in the County. In the Federal Bureau of Investigation's 1976 report, Chester is among the fifty most dangerous cities to live. Chester, which is the second largest school district in Delaware County, also has the largest number of students attending special classes to enhance learning skills.

Chester has the largest number of non-whites attending their schools than any other district in County. The City has a black population of approximately 50 per cent. The contributing districts have many homes that are in the over $30,000 bracket. Some of the homes in the contributing area are in the $16-30,000 bracket with some falling in the under $16,000 level. Statistics from the Delaware County Community College Annual Report of 1977 show that 4,381 students attend from contributing districts and 940 from non-sponsoring districts. The number from the non-contributing districts would include the 290 students from outside the county and the 9 students from outside the state.

The Pennsylvania Department of Education in their publication "Our Schools Today" indicated the distribution of Delaware County high school graduates by past high school activity as follows:
(1970 figures are given as a point of comparison. The Delaware County Planning Commission allowed me use of their copy of the publication.)

Delaware County High School Graduates

	1970	1977
College or University outside Penna.	1,573	1,151
Community College of Delaware County	632	795
Junior College	89	203
The 14 State Colleges and Universities	1,222	916
Other Colleges and Universities	1,727	1,496

	1970	1977
Vocational-Technical Schools	331	244
School of Nursing	203	142
Business School	168	48
Other Schools	250	141
Post Graduate Schools	8	18
Armed Services	322	293
Sales	224	650
All others or unknown	3,546	4,496
Total Graduates	10,295	10,593

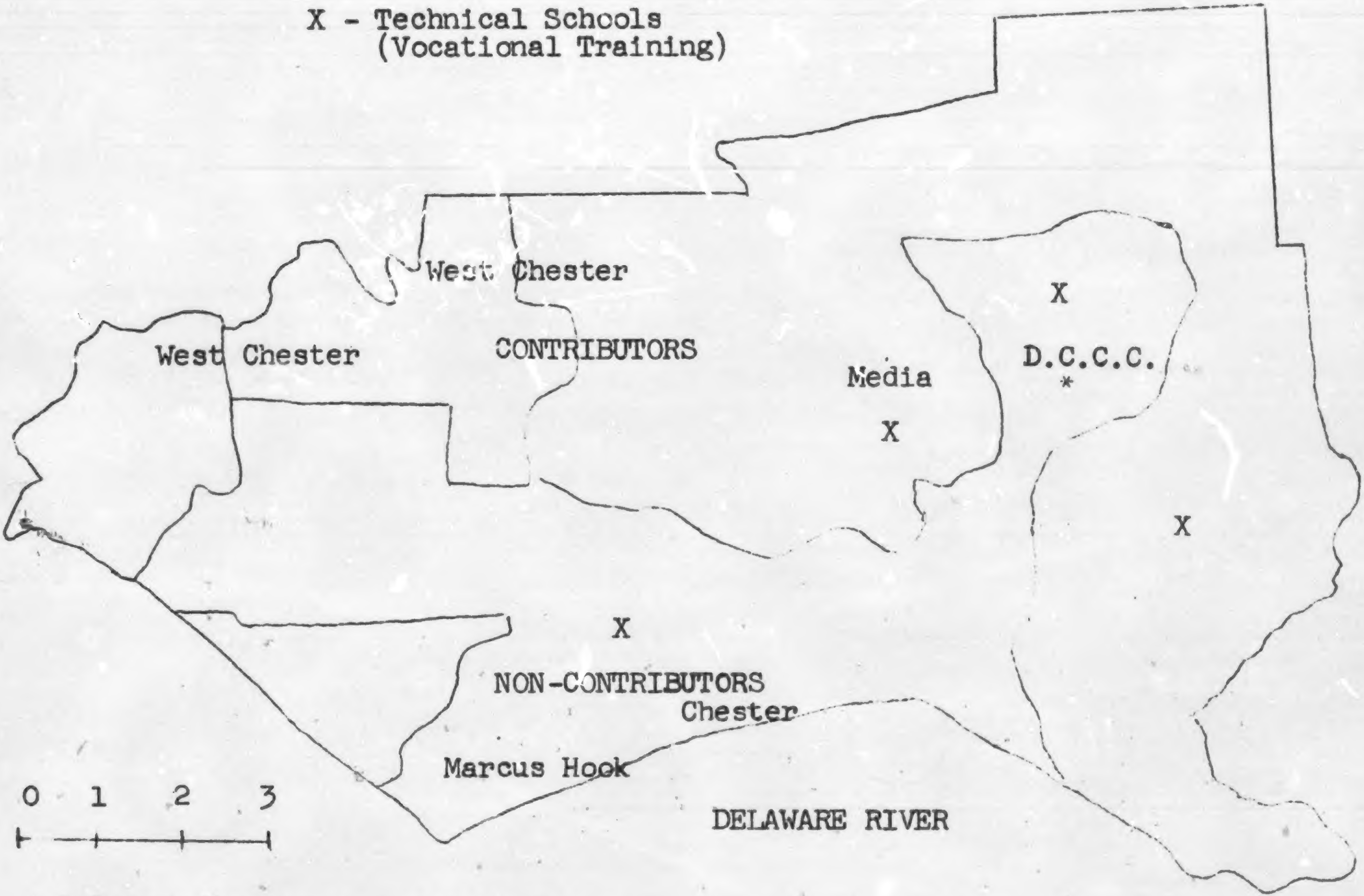
The statistics acquired by the researcher from the Department of Education's publication, "Our Schools Today," show that of the total graduating class of 1977 seniors from Delaware County, from both public and private high schools, 7.5 per cent of the 10,593 graduates entered Delaware County Community College immediately as students. Of the students who actively pursued education immediately upon graduation in a post high school capacity, 15.5 per cent attended Delaware County Community College.

Actually, the college student body is composed of two primary groups. The School's Annual Report indicates that recent high school graduates (ages

17-21) comprise 49 per cent of the total enrollment and the older students made up the other 51 per cent of the student body.

In analyzing the data, it was found that the contributing districts that are basically white have a higher standard of living (Census Bureau and Chamber of Commerce), would be considered mostly suburban and have strained their tax resources to promote education for their residents. Some of the contributing districts (Assessment Bureau) have some of the largest and most costly homes in Metropolitan Philadelphia. The emphasis on culture and education is evidenced by the high millage rates which they are willing to pay for their schools. Many of the districts are outside of the industrial belt and taxes are heavy on the home owner. The patterns are more than numbers but must encompass the whole ramification of socio-economic and cultural patterns of the supportive and non-supportive districts. Three of the non-supportive districts are in blue collar districts (Chester-Upland, Penn-Delco, Chichester) where emphasis on college is not as stringent as in other localities. Motivation by the general populace to join is reflected in the fact that they have not petitioned their local boards to join. County vocational schools which have 3,069 students absorb many of these students according to local school board members. There are four technical schools located in: Aston, Folcroft, Marple and Media. The pattern of thought which permeates the minds of those living in contributing and non-contributing districts as to what constitutes a proper education for their children has to be dealt with objectively. The technical schools are in a belt around Chester and offer a wide variety of courses in lucrative technical skills for those not interested in pursuing a college education. The researcher earlier had noted that only 7.5 per cent of the 10,593 graduates from Delaware County Schools continued on to Community College. The pattern of curriculums offered in both contributing and non-contributing districts would have to be studied carefully to see if terminal programs or side-tracking courses could be detrimental to the full use of the college by students enrolled in all curriculums.

The following is a sketched outline of the contributing and non-contributing school districts as they appear on a map of Delaware County, Pennsylvania.


X - Technical Schools
(Vocational Training)
West Chester
West Chester
CONTRIBUTORS
Media
X
X
D.C.C.C.
*
X
X
NON-CONTRIBUTORS
Chester
Marcus Hook
DELAWARE RIVER
0
1
2
3

* Delaware County Community College

Present means of support for Delaware County Community College comes from nine fully supportive school districts who levy millage in their communities and have control over final passage of the budget. Two-thirds of the supporting districts must approve the budget. There are fifteen trustees on the Board of Directors who make policy and maintain the corporate structure for the purpose of perpetuating the college. Mr. William Taylor, an executive of the Philadelphia Electric Company, is President of the Board. The revenue and expenses for the operation of the College is as follows for 1977:

Revenues: (Delaware County Annual Report, Page 22)

Commonwealth of Pennsylvania	$2,129,259
Sponsoring School Districts	1,264,944
Federal Government	10,561
Other Revenues	3,293,474
Total Revenues	$6,698,238

Current Expenditures:	
Instruction	$2,247,328
Academic Support	929,096
Student Services	476,139
Institutional Support	1,605,703
Operation and Maintenance	861,216
Student Aid	113,372
Other Expenditures	445,384
Total Expenditures	$6,698,238

Dr. N. Dean Evans, Vice-President of the College, said in September, 1977, in an article written in the Communitarian, the school newspaper, that the present means of funding the Delaware County Community College were inadequate and that a broader means of support was needed. In the article, he went on to say that the original idea of the founders of the College in 1967 was to obtain County support for the College.

The College, which opened its doors in 1967 at Ridley Township High School with an enrollment of 307 FTE students at a cost of $192.08 per student has changed in 1978 to a projected enrollment of 5,415 FTE students to a projected cost of over $1,500 (Accounting Department still working on actual FTE cost at this time, March, 1978). Increased inflation and faculty demands plus other costs have increased expenditures greatly. The state, which allocates $500 for each full-time enrolled student, allocates the money based on a formula in which one student or several part-time students may be used to obtain the one FTE allocation. The researcher has found by examining their financial statements that the state allocation is the arch on which the school rests. The supporting districts are now paying an average of 158 mills just for educational services and are running into opposition to pay additional moneys for education.

Dr. N. Dean Evans said that the economic plight of the College is no secret. To illustrate this, an article in the Delaware County Times on March 10, 1978, quoted the President of the Interboro School District, a member of the supporting group as saying, "Sooner or later Community College will have to cut back, the sponsoring districts are cutting now to afford their programs." Mr. David Connery, who is President of the Interboro Board said that the college budget will mean a 15 per cent increase in sponsoring districts' contributions (17 per cent for

Interboro). The Interboro Board was particularly concerned by the College's proposal to permit Chester to buy-in by paying $19,000. Such a buy-in needs approval of six of the sponsoring districts.

The limit of $500 put on student tuition by state law for a full-time student for yearly tuition means that above the $1,000 level, which has been secured by state subsidy and student tuition, additional money from the Federal Government or the local districts must be obtained for operating expenses. The College received $2,228,564 from DHEW during the period July 1, 1975, to June 30, 1976 (page 65 of the HEW publication, Financial Assistance by Geographic Area, Region 3). This money is included in the annual report under a variety of items. The HEW expenditure for this year for the College was not available at this date. Many of the sponsoring districts are now in the process of closing some schools, collapsing some fringe programs, and being very conservative with money as indicated in the Interboro District. The College has decided to go on a four-day week during the last Spring and Summer months to save on the expense of energy. The Board, which had met monthly, has decided to meet quarterly to handle business. One of the chief concerns of the Board has been the job of filling two vacancies which have existed on the Board during 1978. The Administration and the Board are now in the process of meeting with the non-supporting members to gain a broader means of support.

Subproblem 3 deals with the question of whether the fifteen school districts connected with Delaware County would be an adequate financial base for the Delaware County Community College. This would mean that the nine contributing member districts and the four non-contributing districts would join as a corporate sponsor to give countywide support to the College. This would mean that an additional $207,219,992 from the non-supporting districts would be added to the $502,033,534 assessed valuation of the supporting members for a total of $709,219,992 of taxable property. There are 49 administrative units in Delaware County in the form of townships, Boroughs and the City of Chester. Of this number, 47 would fall into the category of the 15 Delaware County School Districts with the other two connected to Chester County Districts. The author found from the Assessment Office at the County Seat in Media that each of the 47 municipalities has its own tax collectors who are elected for a four-year term. The data at the County School Board revealed that through the years these municipalities have been consolidated into larger school districts for the purpose of securing a larger tax base. Therefore, the 15 districts about which we are talking are actually 47 communities with separate municipal governments, but which have been consolidated for educational funding reasons. The 47 communities have a unique cohesiveness about them which almost bears upon clannishness. The money for the sponsoring and non-sponsoring districts is collected in the local communities at the homes or offices of the tax collectors and deposited with the local bank depository. The school board members are elected from their home municipalities with some selected at large. Describing the mold upon which each of these district sets may give the reader an idea of the vast number of districts upon which the 15 districts are situated. In attending some of the meetings of the County School Districts, the author often found block voting among school board members from a common district. In recent months, Vice-President N. Dean Evans said that the Delaware County Community College Trustees and Administrative Personnel of the College were attempting to unify the school districts into one supporting agent for the Community College. In investigating the taxing procedures for such a supportive agent, it was found that each of the 15 contributing districts would have to pass separate budgets allowing for all educational needs in their districts, including expenditures for the College; then the 15 districts would need two-thirds approval for adoption of the County Community budget. The budget would then be resubmitted to the College trustees with any adjustments that the local Boards felt necessary. The trustees would then have to vote on the budget for final approval. With this type of budgeting, it was found that there would be 591,671 people involved, with 135 school board members, 47 tax collectors, 15 trustees, and 5,415 students to educate. The allocations from these districts would be based on the continuance of the present rate of subsidy from the State and Federal Government.

At present, 691 students from non-sponsoring districts or 13 per cent of the 5,072 Delaware County students comprise the student population. It is claculated that the non-contributing districts would increase the assessed valuation by 28 per cent and the districts, especially in the industrial zone of the present non-contributing districts, would increase enrollment greatly according to projected figures of the Registrar. This maze of financial backing would increase assessment upon which to draw and would increase the number of municipalities with which the College would deal. It would increase the number of satellite schools, which the College has already agreed to do. Presently, negotiations are going on with Chester about such a project. "Buying-in," as the College calls it, is based on the size and potential contribution of the district. Chester would be required to pay $19,000 to buy in according to the formula established by the College and which was heavily critized by suburban supporters in statements made at the March meeting of the Interboro School Board and printed in the Delaware County Times on March 10, 1978. Two-thirds of the nine supporting districts will have to vote affirmatively for Chester to be admitted on that basis. The yearly budget would have to pass through this maze of school boards who are presently taxing the average home owner 158 mills a year and where cutbacks in funding of some of the school plants and programs have been drastically reduced.

Subproblem four raises the question of whether the data collected will show a more viable way of funding the Community College. In examining these data, it was found that all evidence pointed to the college officials wanting the County to finance the College with the tax base at the County Seat level. This would mean approval by the County Council, which is composed of five members, four of whom are Republicans and one of whom is a Democrat. The Republicans made the initial judgement not to sponsor the College on the County level. There are 49 municipalities which comprise Delaware County, two of which have been joined with the Chester County School District. The remaining 47 municipalities are divided into 15 school districts, nine of which are referred to as the

Supporting Districts of the Community College.

The municipalites in Delaware County are as follows:

Municipalities	Assessment	County Tax	Ins. Tax	Exmpt.
Aldan Borough	$ 5,109,400	$ 168,869	$ 55,951	$ 4,456,625
Aston Township	$ 13,233,400	$ 437,373	$ 144,915	$ 5,040,050
Bethel Township	$ 3,038,100	$ 100,410	$ 33,268	$ 292,400
Birmingham Township	$ 4,437,250	$ 146,652	$ 48,589	$ 138,000
Brookhaven Borough	$ 7,906,425	$ 261,312	$ 86,580	$ 1,143,925
Chester Heights Boro	$ 1,547,200	$ 51,136	$ 16,943	$ 214,500
*Chichester Township (Upper and Lower)	$ 15,526,195	$ 513,153	$ 170,023	$ 2,335,290
Clifton Heights Boro	$ 6,917,130	$ 228,614	$ 75,745	$ 581,075
Collingdale Boro	$ 7,293,250	$ 241,046	$ 79,865	$ 505,725
Colwyn Borough	$ 2,113,200	$ 69,843	$ 23,141	$ 200,650
Concord Township	$ 10,324,900	$ 341,242	$ 113,062	$ 546,300
Darby Borough	$ 8,108,575	$ 267,993	$ 88,793	$ 2,062,975

Municipalities	Assessment	County Tax	Ins. Tax	Exmpt.
*Darby Township (Upper and Lower)	$110,675,034	$3,657,861	$1,211,943	$19,970,640
East Lansdowne Boro	$ 2,587,725	$ 85,525	$ 28,337	$ 334,400
Eddystone Boro	$ 5,676,475	$ 187,608	$ 62,158	$ 1,877,100
Edgmont Township	$ 2,724,650	$ 90,050	$ 29,837	$ 698,000
Folcroft Boro	$ 7,547,725	$ 249,459	$ 82,654	$ 294,000
Glenolden Boro	$ 7,428,475	$ 245,514	$ 81,345	$ 1,046,900
Haverford Twp	$ 67,664,575	$2,236,352	$ 740,965	$10,935,350
Lansdowne Boro	$ 14,460,350	$ 477,921	$ 158,348	$ 1,556,600
Marcus Hook Boro	$ 9,745,455	$ 322,088	$ 106,714	$ 396,325
Marple Township	$ 35,592,870	$ 176,358	$ 389,756	$ 6,199,010
Media Boro	$ 10,693,115	$ 353,411	$ 117,093	$ 5,348,900
Middletown Twp	$ 19,199,170	$ 634,539	$ 210,238	$10,318,100
Millborne Boro	$ 2,094,950	$ 69,238	$ 22,939	$ 17,100
Morton Boro	$ 3,035,875	$ 100,337	$ 33,244	$ 343,025

Municipalities	Assessment	County Tax	Ins. Tax	Exmpt.
Newtown Twp	$ 21,262,750	$ 702,742	$ 232,835	$ 2,701,550
Norwood Boro	$ 5,245,950	$ 173,381	$ 57,445	$ 574,500
Parkside Boro	$ 2,203,325	$ 72,820	$ 24,127	$ 153,175
Prospect Boro	$ 6,401,875	$ 211,585	$ 70,104	$ 655,075
Prov. Neth. Twp	$ 20,590,800	$ 680,535	$ 225,478	$ 1,616,200
Prov. Upper Twp	$ 13,498,750	$ 446,140	$ 147,817	$ 2,513,600
Radnor Township	$ 59,163,600	$1,955,371	$ 647,855	$23,355,250
Ridley Park Boro	$ 7,863,365	$ 259,887	$ 86,107	$ 1,277,318
Ridley Township	$ 37,881,575	$1,252,008	$ 414,825	$ 4,286,200
Rose Valley Boro	$ 2,548,600	$ 84,231	$ 27,907	$ 72,600
Rutledge Boro	$ 877,750	$ 29,010	$ 9,611	$ 90,000
Sharon Hill Boro	$ 7,482,380	$ 247,295	$ 81,935	$ 1,204,050
Springfield Twp	$ 44,339,500	$1,465,439	$ 485,536	$ 5,799,550
Swarthmore Boro	$ 9,423,100	$ 311,436	$ 103,185	$ 4,825,150
Thornbury Twp	$ 3,390,500	$ 112,057	$ 37,127	$ 1,354,000

Municipalities	Assessment	County Tax	Ins. Tax	Exmpt.
Tinicum Twp	$ 12,178,150	$ 402,491	$ 133,353	$ 1,658,735
Trainer Boro	$ 4,468,275	$ 147,678	$ 48,929	$ 116,275
Upland Boro	$ 2,063,300	$ 68,193	$ 22,594	$ 1,345,750
Yeadon Boro	$ 14,347,850	$ 474,203	$ 157,117	$ 2,356,099
Chester City	$ 45,373,813	$1,499,628	$ 496,862	$31,204,947
Totals	$709,219,992	$23,440,055	$7,766,293	$160,830,589

One mill of Delaware County tax for the year 1977 was worth $709,219.99 in assessed valuation. The present millage rate for Delaware County for 1978 has been set at 44 mills. This covers operation of the County and its institutions. The present budget for Delaware County Community College for the 1977-1978 academic year was $6,698,238. The sponsoring districts' share of the costs was $1,264,944. With the present rate of State and Federal subsidy, the County share, as a sponsoring source, would have been 1.9 mills. If the County government were to pay the entire cost as the supporting agent for the school with no federal or state money and permitting the students to attend free of charge, it would cost the County 9.4 mills. This projected cost is based on the 4,381 County students attending the College in 1977-1978.

The County could also use a wage tax on the $535,662,000 combined income of its 206,534 workers (United States Census Bureau). A 6.2 per cent wage tax could handle both County costs and the present cost of the sponsoring districts. This would be a drastic move away from County policy at the present time but could be used as a means to obtain revenue.

The County would provide the broadest means of support available for the Community College. Even the market value of property in the County could provide a millage rate upon which the County could draw. One mill drawn on the market value of property within the County would bring 3.5 million dollars into taxable resources. This is based on the market value of property within Delaware County. The County would be the broadest means of support for a Community College in Delaware County. All the variables of student tuition, state and federal subsidies would have to be weighed carefully. The author also has pointed to the 19.3 per cent unemployment rate in the County. Another and most significant point would be the possible influx of people into the County with the opportunity to receive a cheap education. There has been a 15 per cent increase in the population within the last five years and there are 49,000 apartments in the County. With the possibility of securing two years of college (60 credits) at a cost of $1,200 dollars, the County would have to list this with the other variables.

The data, which the author has gathered, has indicated that Delaware County is a wealthy industrial community with the resources to provide substantial money for a Community College. There are numerous ways of funding such an institution, and these have been touched upon. The complexities of other methods of funding create some doubt about the future of Delaware County College, and without approval by the County Council of complete County support, the College will continue to limp along like a sick chicken who can not mature because of the lack of adequate help. Mr. Charles Keeler has been re-elected Chairman of the County Council for the Year 1978. Counting Mr. Keeler, the Republican Party will have a four to one majority on the Council. The use of County funds to support the Community College will require a majority of the Council's votes for approval.

V. Summary, Conclusions and Recommendations

This study was carried out to establish population dispersion patterns for students attending Delaware County Community College and to find out the best means of funding the College. Subproblems were used to bring the total study into focus and to present evidenced conclusions through the presentation of answers to the subproblems.

In subproblem one, the author was able to identify the number of students living in the supporting and non-supporting school districts. The data compiled also revealed the population dispersion patterns in terms of wealth. housing. millage rates, racial composition and types of employment in the two districts.

These data enabled the author to arrive at numerous conclusions. They were: (1) The College is not truly a county college, in that it does not have the entire financial and political support of the County; (2) the more affluent classes of citizens have access to the College because of their location in the supporting districts; (3) the financial base of the College is not large enough to finance the College at its present student level, (4) finally the data revealed that a large segment of the industrial area of the County was located in the non-supporting districts.

Recommendations based on these data were: (1) The College should attempt to widen its financial base of support, (2) continued studies should be made to determine the impact that consolidation of the supporting districts and non-supporting districts would have in regard to the determination of the districts to finance the integration of the two districts financially and educationally, (3) the Community College should maintain close contact with the four-year colleges to provide suitable course work for admission to local four-year colleges, (4) future studies should be continued to gain additional material in regard to the dispersal patterns of students in supporting and non-supporting districts to understand the educational needs of both district areas.

In the summary of subproblem two the researcher found that the present means of funding the College with nine supporting districts acting as the corporate structure for the institution has proven to be a marginal means of support. The funds supplied by the supporting districts are supplemented by State subsidies, student tuition, and H.E.W. As the College has expanded, the costs of operation have risen sharply. State law has prevented larger state subsidy per FTE and state law has limited student tuition to $500 per year. Projected costs, as shown by the 1978 budget, will put the cost per FTE at $1,564. Therefore, the contributing districts will have to pay the additional annual costs of $564 per FTE and many of these districts are already stretched thin by public school costs. Some of the contributing districts, as noted by the data, have curtailed some of their educational services.

The conclusions reached were: (1) The present base of financing should be enlarged to at least the County level to take advantage of additional tax funds, (2) state subsidies per FTE are too low to meet minimum requirements, (3) tuition rates are much too low and should be increased to defer additional tax increases, (4) the Community College is running into direct conflict with the local public schools in the supporting districts which are in need of local millage and additional state support to meet rising costs, (5) analysis of collected data and personal discussion with school officials indicates that the College will have severe financial difficulties unless alternate funding techniques are found, (6) this area of the study should be left open for future study and analysis.

Recommendations: (1) To work for new state legislation to remove the lid on state subsidies per FTE and student tuition, (2) the administration should move to the monthly meeting again, rather than meeting quarterly so as to meet immediate needs and be available for future program planning, (3) budgetary procedures and programs should be evaluated with the idea of saving additional money. Possibly the employment of a part-time staff would be better than closing the College doors, (4) continued study should be made of financial planning for future recommendations.

Subproblem three provided data to show how the financial tax base could be broadened by combining supporting and non-supporting districts into a corporate structure for County School Districts' support of the College. This means that the additional assessed property outside of the present financing system could be added to the existing assessment. This would fall short of Delaware County government support, but would make it more inclusive of all county people attending Delaware County schools. The number of municipalities, tax collectors, school board members, and trustees involved in the financial structure would make it less desirable than full Delaware County government support. It would, however, be a stepping stone to full County recognition in the future.

Conclusions drawn from the data indicate that a number of factors evolve from such a financial base: (1) There are forty-seven local municipalities tied into the 15 school districts. This would mean that the point of tax collection would not be centralized, (2) budgets would have to be approved by each of the 15 school districts with two-thirds of them agreeing for final passage. Adjustments by the Trustees would have to be acted upon by the school boards for approval, thus making it a very cumbersome financial tax, (3) the method of "buying in" as mentioned previously would have to be analyzed for costs and other factors, (4) additional students would enter the college and satellite schools are being projected now by the College if the jointure comes about, (5) this would provide the first step in gaining full County support.

Recommendations based on analysis of the data include: (1) Continued negotiations between supporting and non-supporting districts, (2) an analysis of all curriculums in the County to smooth the process of assimilation, (3) a study to make the collection of school taxes more systematic, which would coordinate the dates and means used by the forty-seven municipalities involved, (4) a complete study of plant and educational facilities within the County to determine their possible use as satellite schools, (5) a realistic tuition rate which would put schooling within range of all County residents without straining the local tax structure to do so, (6) the changing of State law for more State money, which would make the tuition hike possible,

(7) continued study by County school boards to assure that all levels of education are going to be sufficiently financed.

Subproblem four deals with full Delaware County support of the College through the County tax structure. The County would serve as the central tax collection source for the College. This would provide a more efficient means of support and would put the College on a more secure financial base. The County Council has fought such a move on the basis that the County donated land to Penn State University for such purposes and that it is a duplication of educational services. The cost of a credit hour at Community College is one-third that at Penn State University. The County has raised its tax rate to 46 mills in 1978 and underwent a strike at the County Courthouse in March over employees' wages. The Council has been under political attack for rising taxes. The 46 mills does not include the average 158 mills for local school taxes. Also, municipal, state and federal taxes paid by Delaware County residents are not included in the statistics but which the author feels necessary in mentioning in the summary.

(1) The County should provide a broad tax base for the College and this would be pursued by the officials of the Community College, (2) millage should be used under this type of funding so as not to alarm the citizens and thus destroy the possibility of County financing, (3) the proposal should be put on the County ballot to give the general populace the advantage of voting on the issue and being able to hear the advantages and disadvantages of a County-supported Community College, (4) the legal ramifications would have to be studied by the County in case of losses in State and Federal revenues, (5) to prevent financial chaos, the County would have to make stringent regulations on resident requirements of the student body, (6) the County should work towards changing State law covering the ceiling on State subsidies and student tuition, (7) the local colleges in Delaware County should help in the planning to prevent misunderstandings about costs and curriculum, (8) the whole area of Delaware County should be recommended for future study so that all aspects of the financing plan can be microscopically studied.

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